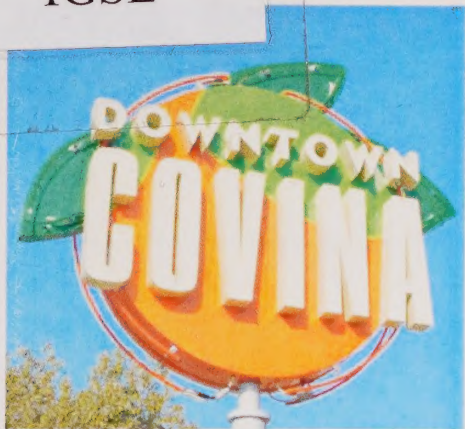




COVINA TOWN CENTER

SPECIFIC PLAN

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COVINA TOWN CENTER

SPECIFIC PLAN

FINAL

November 2004

Prepared for:

City of Covina
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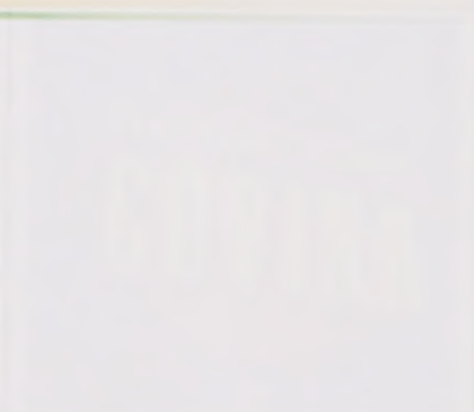
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CHAPTER I

EXECUTIVE SUMMARY



I. EXECUTIVE SUMMARY

A. PURPOSE AND OBJECTIVES

The Covina Town Center Specific Plan is intended to implement the City's vision for downtown Covina as:

- A place where people can live, work, shop, and play without needing their cars;
- A local and regional center of public and business activity;
- A place where local history has been preserved through the protection of historic buildings and activities associated with those buildings; and,
- An opportunity to experience a traditional downtown with a small-town ambience.

The overall goal of the Specific Plan is to facilitate revitalization of downtown Covina by increasing the number and variety of retail and other commercial establishments, increasing the number of housing units and residents in the downtown area, stimulating development on vacant infill and under-used properties, and improving public infrastructure, facilities, and services to support new development.

Guiding principles that have been included in the Specific Plan are:

1. Return the focus of civic, social, and economic activity
2. Encourage more people to live downtown
3. Protect and build upon downtown's unique character
4. Provide ample public spaces for multiple uses
5. Encourage people to leave their cars behind



The Town Center Specific Plan implements the General Plan as it relates to the Specific Plan Area, and implements other City policy documents and redevelopment policies for the downtown. The density requirements, development standards, land use restrictions, and changes to design guidelines promulgated in this Specific Plan are intended to replace requirements of the City's Zoning Ordinance within the Specific Plan Area, where necessary, although the City's Subdivision Ordinance, Oak Tree Ordinance, Site Plan Review Process, Building Codes, and other citywide policies and regulations would continue to apply.

B. GEOGRAPHIC CONTEXT

The Town Center Specific Plan covers the area generally known as downtown Covina and is generally bounded by the Union Pacific tracks on the north (also used by Metrolink), North First Avenue on the east, Badillo Street on the south, and North Fourth Avenue/Valencia Place/Pollard

Lane on the west. Specific geographic description of the plan boundaries are provided below. A map showing the boundaries of the Specific Plan Area can be found in Figure 1-1.

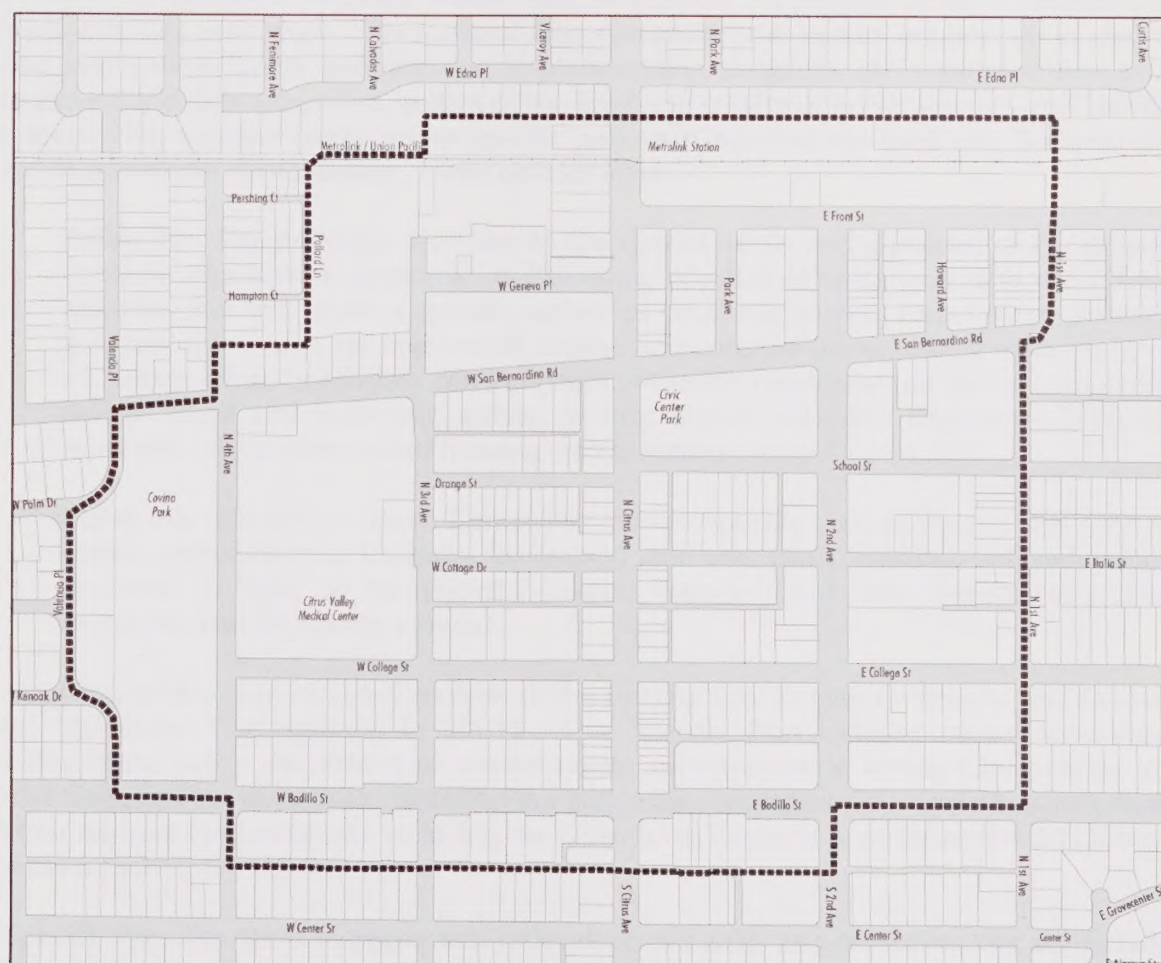
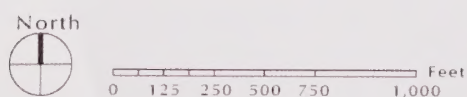


Figure I-1
Covina Town Center
Specific Plan Area

COVINA TOWN CENTER SPECIFIC PLAN



C. POLICY AND REGULATORY CONTEXT

The Town Center Specific Plan is based on policies contained in the 2000 Covina General Plan update. The Specific Plan further refines General Plan policies by incorporating concepts contained in the 2002 Downtown Conceptual Master Plan, which was the product of rather extensive public outreach and City staff work. The General Plan recognizes the central importance of downtown Covina, and various goals, policies, and implementation programs are presented that promote development and redevelopment, quality of life, level and quality of public services and facilities for downtown. The General contains two specific policies (Goal 3 of the Land Use Element) directly related to downtown revitalization: These policies state:

Policy 10. Pay particular attention to the special needs and character of the downtown, continue appropriate economic revitalization, physical enhancement, and use refinement activities that will attain a greater variety of retail businesses, attract more people, and generate more sales tax and overall vitality, and consider incorporating mixed uses within an “urban village” or livable cities concept, including residential on top of commercial, to bolster social and economic activity to best exploit Metrolink Commuter Train Station proximity, to provide needed housing, and to reduce vehicular trips.

Policy 18. Develop a Town Center/Downtown Specific plan to provide the City with a viable, comprehensive blueprint for making land use, traffic, parking, and redevelopment decisions in light of the district’s unique features, uses, and infrastructure, historic, resources, and circulation network.

Development of this Plan included analysis of the existing City Zoning Ordinance and Downtown Design Guidelines (last updated in 2001). This Specific Plan includes recommendations for amending these policy documents to ensure continued consistency among City policies and to promote Specific Plan objectives. Specific Plan policy also considers City regulations and financing strategies relevant for downtown, including the Downtown Business Area Enhancement District and Downtown Parking District #1.

The Specific Plan also seeks to implement redevelopment goals and objectives that are included in the three redevelopment project area plans that cover portions of downtown Covina and many of the concepts included in a conceptual master plan for downtown presented to the City Council in 2002. The Master Plan envisioned several mixed-use projects being developed downtown and the creation of new Civic Center complex centered on a town square. The Plan encompassed the community’s desire to vitalize the downtown and encourage private investment and redevelopment of the historic center of the city.

D. SUMMARY OF EXISTING CONDITIONS AND RELEVANT FINDINGS

1. Land Uses

Downtown Covina and the surrounding neighborhoods are characterized by diverse land uses, including commercial retail and office, light industrial, civic and public uses, a medical center and medical offices, parks, single-family residences, and multi-family residences. Most lots are small and narrow, although there are several large parcels (primarily public and institutional land uses).

The historic downtown along Citrus Avenue evolved perpendicular to the Pacific Electric's (now Union Pacific) San Bernardino railroad line, which provided a route for the shipment of citrus, cement, oil, gravel, and manufactured products during the early 1900s. By 1895, with the arrival of the railroad, new commercial construction began along Citrus Avenue. During the last half of the 1890s, most of the early frame structures downtown had been replaced by two-story brick buildings located adjacent to, or connected to one another.



Covina's early civic, cultural, religious, and trading buildings were either built on Citrus Avenue or within short walking distance of Citrus Avenue. Most major city and civic land uses are still located downtown. One- and two-story buildings built at the front property line create a traditional main street atmosphere along Citrus Avenue. Buildings on surrounding streets have a larger front setback area, and the inclusion of off-street parking areas reduces the building mass abutting sidewalks and streets.

Today, civic (City, federal, and State) and institutional land uses (civic, religious, fraternal, and social service) are concentrated between Citrus Avenue, College Street, Second Avenue, and San Bernardino Road. Medical facilities and support services, including the Citrus Valley Medical Center (Inter-Community Campus), are concentrated east of Citrus Avenue, between San Bernardino Road, Fourth Avenue, Badillo Street, and Third Avenue. New and used automobile dealers are primarily located along West San Bernardino Road and North Citrus Avenue. Automotive repair and parts services are also clustered in this area, primarily along East Front Street and Citrus Avenue north of West San Bernardino Road.

Retail uses are concentrated along the major roadways in the downtown, including Citrus Avenue and Badillo Street. Industrial land uses and buildings are located on both sides of the railroad line north of San Bernardino Road. Residential development is predominant north of the railroad line, west of Covina Park, east of First Avenue, and south of Center Street. Multi-family residential development exists along primary and secondary arterial streets. Office development consists mostly of medical/dental offices in the southwestern portion of downtown and City offices along Citrus Avenue and First Avenue.

Four parks are within or adjacent to Downtown Covina: Civic Park, Covina Park, Edna Park, and Kelby Park.

Major arterials in the downtown area include San Bernardino Road and Badillo Street, which are oriented east to west, and Hollenbeck Avenue, Citrus Avenue, and Barranca Avenue, which are oriented north to south. Citrus Avenue is the focus of the City's downtown business district. Second Avenue serves as a secondary arterial street within the downtown area and an alternative north-south route to Citrus Avenue. Narrower local streets combine with these major arterials to form a modified grid pattern.

2. Circulation and Parking

Downtown Covina is served by regional bus system (Foothill Transit) that covers the San Gabriel Valley and the Metropolitan Transportation Authority (Metro) that operates bus and commuter train services (Metrolink). Foothill Transit operates a fixed route along Citrus Avenue with connections to other fixed routes and minibuses provided by the City of Glendora between Glendora and the Metrolink station. Metrolink connects downtown San Bernardino and Union Station in Los Angeles. One of the Metrolink stations is located just north of downtown Covina near Citrus Avenue. Metro also operates one bus route with stops along Badillo Street just south of downtown Covina. The City of West Covina operates an express route between the Metrolink station and West Covina. The City of Azusa also has a mini-bus line that connects points in Azusa to the Metrolink station in downtown Covina.



Several surface parking lots are located downtown. Two "park-and-ride" lots for the commuter train are located near the intersection of San Bernardino Road and Citrus Avenue. There are currently 10 City owned/leased surface parking lots located downtown with approximately 555 parking spaces. In addition, street parking exists along several downtown roadways with both parallel and angled alignment. Private parking lots in the Specific Plan Area are estimated to contain 1,347 parking spaces. Additionally, approximately 172 parking spaces are provided in association with private businesses according to

information from the Los Angeles County Assessor's Office. When taken together, private and public surface parking lots provide 2,074 parking spaces within the Specific Plan Area, not including on-street parking.

3. Public Facilities and Services

Most City government and public agency facilities located in Covina are located within the Town Center Specific Plan Area. Public services available include parks and recreational services, social support and service agencies, library, historical museum, the full range of City services at City Hall, senior support services, police and fire services, postal service, and others.

Downtown infrastructure includes public parking lots, roadways, water and sewer lines, electricity and cable, and stormwater collection and conveyance facilities. Many water lines in downtown

Covina are either 50 years in age or older, or are of less than eight inches in diameter, which is considered an insufficient size to accommodate substantial new growth. Hydrants are located throughout the downtown. Backflow devices would be required with significant renovation of large older buildings or construction of new larger buildings. As of the drafting of the General Plan, Sanitation District officials indicate that there are no apparent problems with providing service to Covina. However, the age of many sewer lines in the downtown area and their capacity to handle a significant increase in demand from higher-intensity land uses may pose a constraint downtown revitalization if not addressed. The stormwater collection and conveyance system was recently upgraded for the downtown, and there are no existing substantial flooding issues.

4. Housing

Downtown Covina is surrounded on all sides by neighborhoods with predominantly single-family residential uses. Housing within the Specific Plan area includes single-family homes, duplexes, and several small multi-family properties.

Sales prices for single-family homes have dramatically increased for properties in downtown Covina, as has been the case for many California communities over the past several years. The median sales price of \$182,000 in 1999 had risen by approximately 75 percent to \$319,000 in 2003. A new home in or near downtown Covina can expect to sell for the high \$200,000s for an entry level town home or condominium to over \$500,000 for a single-family “move-up” home.



Projected housing demand in Covina between 2003 and 2015 is anticipated to be additional 3,500 dwelling units, of which 65 percent of the demand is projected to be for single-family homes. Downtown Covina might expect to experience as much as 25 percent of this additional housing demand, although the mix of housing units downtown will likely reflect a higher percentage of multifamily units.

Rents in the downtown average approximately \$620 for a studio apartment, \$800 for a one-bedroom apartment, \$1,100 for a two-bedroom apartment, and \$1,400 for a three-bedroom apartment, according to a rental survey conducted in March of 2004. Rental housing in the downtown area is more affordable than in the city as a whole.

E. ISSUES, OPPORTUNITIES, AND CHALLENGES

1. Infill, Reuse, and Mixed Use Development

Much of the Specific Plan area is underdeveloped as measured by the City’s current zoning and potentially supportable development densities from a developer’s/market perspective. Examples of underutilized land include vacant properties, two properties expected to become available when a Ford and a Chevrolet dealer each relocate, nine surface parking lots scattered throughout the Specific Plan Area, substandard residential properties (not of historic value) with commercial or

mixed-use potential, several properties with vacant or underutilized buildings, and one-story commercial buildings with the potential for higher supportable commercial and/or mixed-use potential.



Some larger, underutilized parcels are potentially available for future redevelopment activities downtown. The several properties that comprise the Chevrolet and Ford auto dealerships north and south of San Bernardino and west of Citrus represent the largest contiguous and potentially contiguous parcels. These are especially well suited opportunity sites due to large areas of common ownership, and proximity both to downtown and the Metrolink commuter transit stop.

An opportunity area for mixed-use redevelopment is along Front Street, between Citrus Avenue and First Avenue. Most of the current businesses have located in this area due to convenience and low rents. Other opportunity areas exist along College Street, between Citrus and First avenues, and along First Avenue from Italia to College streets for higher density residential or mixed-use development.

Most vacant parcels in Covina are small and would not easily accommodate many types of new development. Certain retail and commercial developers work within a relatively limited range of parcels sizes and configurations, which would not be accommodated by vacant parcels downtown. Approximately two acres of land is completely vacant within the Specific Plan Area, representing just two percent of the overall land area.

Property ownership patterns could pose an additional challenge to revitalization of downtown Covina, as most properties are small, and adjacent properties with reuse potential are not under common ownership. A large percentage of properties are owned by individuals living outside of Covina, and property owner interests may diverge from business owners. The Citrus Valley Medical Center may dispose of some potentially surplus properties in conjunction with its seismic upgrading. These sites would be well located for other medically oriented activities, allowing the area to build on its medical “cluster.”

2. Traffic, Transit, and Parking

a. Transit

The presence of the Metrolink station on northern border of downtown Covina represents an opportunity to capture a larger share of patronage from Metrolink users and provides a convenience for downtown residents, visitors, and workers. Metrolink, on balance, will be a positive influence on downtown Covina. Opportunities to develop and redevelop property in Covina are made more attractive to several market elements due to the availability of public transit locally (via Foothill Transit) and regionally (via the Metrolink commuter rail system). The attractiveness of potential commercial property is enhanced further upon noting that the Covina Metrolink stop is the most utilized in the system.

The availability of this transit service in an area that could potentially support higher intensity development more fitting of transit-oriented development represents a significant opportunity for the community and would-be property developers. Opportunities for transit-oriented development (that is, land uses focused specifically on the needs of transit riders) may be limited because the Covina Metrolink transit stop is not currently a major destination point. The opportunities presented by transit use to revitalize downtown Covina could be enhanced with a shuttle or trolley system that improves access from the Metrolink station to downtown businesses. Sufficient ridership would be necessary for such a system to be successful.



b. Auto, Bicycle, and Pedestrian Circulation

Traffic congestion and bottlenecks are a concern, particularly at peak use times, along San Bernardino Road, Badillo Street, and Citrus Avenue (particularly between Badillo and San Bernardino).

Covina is not well served by bicycle facilities. However, with the possibility of more intense residential and nonresidential development, automobile alternatives such as transit, pedestrian, and bicycle can become more realistic modes of travel for work and non-work trips. Recent pedestrian improvements to the downtown have been well-received, and in fact, many members of the public surveyed indicate their desire to have the City continue with pedestrian alleyway development, traffic calming, and related activities.

Several major destinations, such as the Citrus Valley Medical Center, City office buildings, the commercial retail core, the Metrolink commuter stop, the Covina Library, and professional office complexes could be better connected through enhanced pedestrian/bicycle opportunities. The presence of the Metrolink station could provide more of a customer draw for downtown Covina with better direct pedestrian access. Pedestrian access across Citrus Avenue, between Italia and School streets, is a pedestrian safety and convenience issue identified by several individuals. Traffic generated by the Metrolink station will have to be more effectively managed better to create an attractive and safe downtown for pedestrians.

Re-configuration of the current street and circulation system in several key locations (such as at the intersections of Second Avenue and Front Street or Third Avenue and Geneva Place) could improve pedestrian access and increase redevelopment opportunities.

c. Parking

Among the greatest challenge hindering downtown development is a lack of adequate off-street parking. Many people travel through or near the downtown but do not stop because they believe parking to be inconvenient. The existence of several surface parking lots in the Specific Plan Area and other sites with reuse potential provide an opportunity to create a network of parking structures with good access among major destination points in the downtown area. Off-street parking improvements should address different needs among workers and visitors to downtown (long-term versus short-term) and convenient access for both user groups.

Part of the concern regarding parking is that downtown visitors may be unfamiliar with the locations of available off-street parking and may avoid downtown if they cannot park along Citrus Avenue or close to their destinations. Uniform directional signage could address this concern.

Another potential challenge to addressing parking needs is the organizational structure under which off-street parking may be provided in the future. The City has created a parking board, but the public perception is that this board has not been very active in overseeing the planning and management of downtown parking. An opportunity exists to make the board a more active player in planning for, and management of parking solutions.

d. Downtown Character and Historic Resources

Covina is one of the older developed areas in the San Gabriel Valley and is one of the best examples of a traditional historic downtown in all of the Los Angeles Basin. Many examples of historic architecture abound, in varying degrees of property maintenance. Downtown character has been enhanced over the past 10 to 15 years through some rehabilitation efforts, historic-themed streetscape improvements, and implementation of design guidelines meant to maintain and enhance historic elements of the downtown's character. These characteristics represent somewhat intangible, albeit real downtown assets, and a significant opportunity for future development and redevelopment.

The character of downtown Covina, as expressed through building scale, age, and styles, also creates challenges to revitalization. Much of the potential for more intense development lies in properties that contain older buildings. Some, but not all, of these older buildings are key contributors to the character and ambience of downtown Covina due to their architectural importance or association with an event or individual important to Covina's history. The challenge for the City is to identify and protect older buildings that have historic/architectural value while permitting other older buildings to be modified or replaced.

Many older buildings in downtown Covina, and the parcels on which they lie, reflect historic patterns of land division—long and narrow lots. These building and land patterns may not meet the needs of modern users or lend themselves to financially feasible reuse. Older buildings may have health and safety issues, obsolete building spaces, and substandard utilities. Potential anchor stores, particular if part of a national chain or franchise, may not be interested in using older buildings that do not meet their space, configuration, and branding requirements.

e. Parks

Park space is important to meeting the recreational needs of a community, and enhancing the aesthetic environment and vitality of Covina's neighborhoods. Downtown Covina is well served by park space and recreational activities, as indicated earlier. Park and recreation services can be enhanced in Covina by placing more residents within a short walk of its parks. Revitalization efforts downtown have an opportunity to create additional value through providing connections between people and parks.

Civic Center Park provides important green space and public events activities to downtown residents, but is constrained by limited access, improvements, and utility for families with children. Revitalization of downtown Covina provides an opportunity to either improve the current park to



better meet community needs or provide a comparable, new and accessible park and public gathering space. Redevelopment of the existing Civic Center Park, if replaced elsewhere, would necessarily involve the removal of some, if not most, of the mature trees that many in the City consider heritage assets. Depending on the type of replacement trees, it could take 40 to 60 years to re-create the mature canopy provided by Civic Center Park.

f. Public Services and Facilities

Downtown Covina has the full range of public services and facilities, including pedestrian, bicycle, automobile, bus, and rail transit transportation infrastructure; water and sewer, storm drainage, public and private surface parking, parks, street lighting, schools, a museum, a library, and other services. The geographic proximity to these facilities can be considered an asset to prospective residents and businesses. The availability of such public infrastructure and services could be a competitive advantage for downtown Covina in attracting development projects.

However, some aspects of the physical structure of Town Center are not ideal for a downtown shopping experience, including the arrangement of parking, lack of pedestrian access, and the state of streetscape improvements south of Badillo and north of San Bernardino, among other issues describe above. There is also a concern regarding the age, condition, and capacity of infrastructure systems, such as water and sewer systems. These systems were not constructed to accommodate the potential development density and service demands from a revitalized, mixed-use downtown.

Should substantial upgrades be required, funding mechanisms that involve assessment of existing businesses and/or property owners could be detrimental to continued occupancy of downtown by some locally-owned businesses.

2. Economic Conditions

a. Consumer and Retail Trends

Existing stores in downtown Covina are mostly locally-owned, non-franchise establishments. Typically, the rents these kinds of places can pay are at the lower range of retail rent levels. If an aggressive program to add retail to the area is successful, many of these stores could be forced out since other stores will be able to outbid them on rents.

Another challenge facing the City is how to attract one or more anchor tenants that, by necessity, would likely be part of a national or regional chain establishment, without losing the locally-owned “flavor” of businesses that makes downtown Covina attractive. Among the strategies that would hasten this turnover of tenants would be to expand the retail base in downtown Covina with larger, franchise stores that would be built on (most likely) redeveloped properties. A high-end anchor tenant, such as a specialty food retailer, could stimulate this transition. A strategy that focused on

confining the retail space within already established areas, and preserving the existing buildings, would encourage an evolutionary transition of uses to higher-value activities.

If the City were to encourage additional retail activity in the Town Center in areas such as apparel, furniture, appliances, and specialty goods, the increased level of economic activity and consumer choice could bring a wider variety of retail and service establishments to the downtown area.

Limited vacant land for development and the presence of marginal land uses in some parts of the city may detract from the Covina's efforts to attract developers to the downtown area. Although this "built-out" status will eventually translate into opportunities for redevelopment, the economics of reusing land are such that significant public sector involvement is often necessary to create financially viable projects.

Downtown Covina is marked by a high retail occupancy rate and the presence of important public/institutional land uses (e.g., Citrus Valley Medical Center, City buildings and parks, and the Metrolink station) that attract large numbers of individuals to the downtown area. Office and industrial vacancy rates are also considerably lower than the regional average, suggesting the ability to absorb additional commercial and industrial space in the downtown area.

b. Medical Facilities

Dozens of medical offices and related businesses are located in the western part of downtown Covina. In conjunction with the Citrus Valley Medical Center, these uses comprise a regionally significant concentration of health care services, bringing jobs and some revenue to Covina. There is a significant opportunity to take greater advantage of this regional resource, providing physical and economic connections between the medical facilities and the rest of the downtown. Health care industry employees represent a potential market segment for housing in downtown Covina – perhaps with the opportunity of developing housing above medical office buildings. The City and Medical Center staff could cooperatively manage future expansion plans at the Medical Center and plans for the redevelopment of the downtown toward a mutual benefit.

An opportunity exists to reclaim developable land by focusing medical services vertically (building upward) rather than outward.



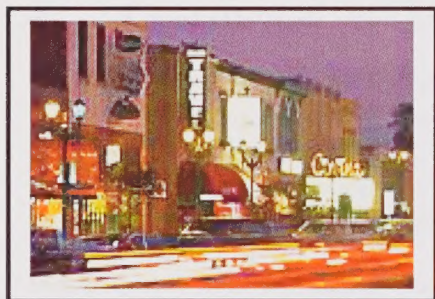
c. Changing Nature of Commercial/Industrial Activity

Town Center is an established office location. The downtown area has the advantage of having existing buildings that could be adaptable to office use, and that also provide an alternative to the kind of generic, high-density office buildings that prevail along the I-10 corridor. The downtown environment, with its compact design, dining with outdoor seating, pedestrian amenities, and historic façades, also offers an alternative setting to the other types of office parks common in the region.

Town Center also has an existing base of industrial buildings. Although these are not necessarily attractive in their present form, they could potentially represent an alternative type of space that could, with some work, be attractive to the kind of employers desired in the city. The existing underutilized industrial space in the vicinity of the rail line could potentially be a candidate for a “makeover” into visually interesting spaces suitable for firms engaged in activities related to emerging technologies. The intent with this concept is to marry the evolving and appealing urban environment with work space that has the character of being flexible in terms of what it could accommodate, relatively affordable, and otherwise compatible with an incubating company.

The changing nature of production and communications technologies are blurring the distinctions between “office,” “industrial,” and “retail” activities. While these land uses have traditionally been thought of as distinct, modern office/industrial/retail developments are often hybrids. The northern Specific Plan Area currently zoned for industrial use could accommodate a mixture of land uses in which the production, sales, and administrative functions occur within the same building or on the same block, perhaps even in combination with residential uses (as illustrated by live-work and artist loft development models that are emerging in many urban centers).

d. Downtown Covina as a Cultural Center



The Covina Playhouse reconstruction will be a substantial attraction to downtown. Other entertainment and cultural attractions could build upon the Playhouse. A proposed performing arts center as part of the Civic Center focus east of Citrus Avenue could further increase downtown’s draw as a cultural center. A challenge for the City is to provide suitable sites for current and future performing arts and live entertainment venues. As an example, the Fret House has been looking for another location to bring live performing acts to downtown Covina.

3. Demographic Trends

a. Household Composition and Housing Demand

Covina could expect to attract approximately 2,300 to 3,500 housing units between 2004 and 2015, about 14 percent of the projected demand housing in the East San Gabriel Valley (ESGV) market area. To the extent that the development densities increase in Covina, the city’s share of ESGV demand could increase.

Assuming that the Town Center would be a focal point of increased residential densities (as described below); the downtown share of citywide housing demand could be as much as 15 to 25 percent (approximately 350 to 900 housing units). There are a number of factors that contribute to this demand, such as the growing senior population and desire of young professionals and older, pre-retirement “empty nesters” to live in urban environments. An attractive, fully functional downtown that includes additional goods and services for a resident population and provides quality residential environment could attract a broad segment of population.

Projects with residential densities in the range of 20 to 35 units per acre are realistic for the Specific Plan Area. Based on current land values in the Plan Area, the existing maximum allowable residential density of 22 units per acre is probably high enough to allow for financially feasible development of at least some types of residential projects. However, slightly higher densities (i.e., in the high 20s to mid 30s) would make the area attractive for a wider range of residential projects (especially in the future as land values increase in response to the downtown's enhanced image).

Even under the most optimistic residential development assumptions, the increase in direct demand for retail and commercial service space in the downtown area from additional downtown residents will be modest, perhaps no more than 14,000 to 15,000 square feet. Successful revitalization of downtown Covina will require that merchants attract a greater share of discretionary income from residents outside downtown.

There are opportunities to create housing for the local workforce, particularly those who desire to work and live in or near downtown Covina, not only for low- and moderate-income workers, but also for middle-income and upper-income workers. The success of the City's downtown revitalization strategy will require a range of housing types to meet the needs of as broad a segment of the population as feasible at all income levels.

4. Government and Private Management Institutions

Most local government offices, community institutions, and several religious institutions are located downtown. Local leaders associated with these institutions can play an important role in developing consensus around a vision for the future of downtown Covina. The presence of several important civic and community institutions downtown can be a source of stability in an area that could experience substantial land use change in the future.

Public and private leadership could improve planning and management of downtown revitalization. Such leadership is essential to ensure maximum value on public investments, compatibility between private and public improvements, and synergistic relationships among different types of development. This function is especially important for Covina, in that constraints to development could occur based on the condition and capacity of infrastructure and public utility systems.

Management coordination through public-private partnerships is also essential to a successful downtown, such as through a merchants' association, Main Street program, or similar mechanism. Some individuals contacted through early public outreach have suggested that the collaboration and leadership between/among the City and local business groups could be improved to:

- Better coordinate hours of operation, events and other promotional activities, the use of the sidewalks, maintenance practices, etc.;
- Promote the best mix of merchants, in the most suitable locations; and to represent the merchants' interests in general; and
- Provide better mechanisms to fund the improvements, and to manage the improvement districts or other mechanisms that will provide at least some of the funding sources.

A challenge for this City will be to better coordinate and stimulate organizations such as the Downtown Association and the Parking Board to take a more active role in downtown

revitalization. Another challenge for the City in facilitating housing or mixed-use development in and near downtown is to create certainty for the development community.

F. LAND USE AND CIRCULATION PLAN

1. Land Use Goals

- | | |
|-------------------------|--|
| Land Use Goal 1. | Restoration of downtown Covina as a local and regional center of public and business activity and a contributor to the local economy. |
| Land Use Goal 2. | Maintenance of the Specific Plan Area as a place where local history has been preserved through the protection of historic buildings and activities associated with those buildings. |
| Land Use Goal 3. | Maintenance of the Specific Plan Area as a traditional downtown with a small-town ambience and pedestrian access. |
| Land Use Goal 4. | Maintenance and establishment of vibrant land use focus areas consisting of concentrations of primary land uses with supportive uses. |

2. Land Use Policies

- | | |
|---------------------------|--|
| Land Use Policy 1. | The City shall establish Focused Activity Areas within the Town Center Specific Plan Area. These focused areas will have development standards and policies to encourage primary land uses in each area, mixed-use development, and secondary land uses that support primary land uses. |
| Land Use Policy 2. | The City shall facilitate infill development and redevelopment by identifying and actively marketing vacant and underutilized properties, identifying potential site constraints, and assisting property owners in addressing those constraints. |
| Land Use Policy 3. | The City shall encourage more efficient use of land in the Town Center Specific Plan Area, including reuse of underutilized surface parking lots. |
| Land Use Policy 4. | The City shall coordinate with the Citrus Valley Medical Center to consolidate its facilities and redevelop underutilized land for new development. |
| Land Use Policy 5. | The City shall encourage property owner and business owner collaboration through a downtown partnership, which shall be established to promote ongoing informal discussions between City leaders and staff, and community stakeholders regarding future collaborative efforts to implement ideas contained in the Specific Plan. |
| Land Use Policy 6. | The City shall encourage the adaptive reuse of older buildings and conversion of industrial/heavy commercial structures to mixed-use development through property consolidation, due diligence work, streamlining of permitting procedures, identification of existing architectural/historic resources and programs to assist in maintenance/rehabilitation, and other methods. |
| Land Use Policy 7. | The City shall establish a façade and building improvement incentive program to offer low-interest loans to property owners interested in |

	maintaining or improving structures in the Town Center Specific Plan Area with recognized historic/architectural value and/or located near important downtown gateways.
Land Use Policy 8.	The City shall seek anchor tenants for key development opportunity sites and entertainment uses in appropriate areas downtown Covina.
Land Use Policy 9.	The City shall encourage retail and commercial services that meet the needs of existing and future residents and employees.
Land Use Policy 10.	The City shall encourage a variety of housing within the downtown and that provide housing choices for individuals of all income levels.
Land Use Policy 11.	The City shall ensure secure, quality design in proposed residential projects through implementation of design guidelines
Land Use Policy 12.	The City shall streamline environmental review procedures through tiering of project reviews from the Town Center Specific Plan EIR and appropriate use of exemptions under state law.
Land Use Policy 13.	The City shall permit residential densities in the Town Center Specific Plan Area of up to forty (40) units per acre, and commercial or mixed-use floor area ratios (FAR) of up to 3.5 for projects that satisfy the objectives for future downtown development.
Land Use Policy 14.	The City shall require that new or expanded uses provide buffers or additional setback, when feasible, to protect single-family residential uses.
Land Use Policy 15.	The City shall require defensible space ¹ and design related enhancements within the proposed projects to reduce the impacts to law enforcement services.
Land Use Policy 16.	The City shall, in cooperation with property owners and developers, establish pedestrian routes, improved pedestrian alleyways, and other pedestrian features to increase walkability and access in the downtown area among major destination points. (See Land Use Plan and Circulation Plan, Figures V-1 and V-2.)
Land Use Policy 17.	The City shall encourage and accommodate orientation of proposed buildings to pedestrian ways.
Land Use Policy 18.	The City shall allow landscaping and open space requirements to be met collectively for several properties, and/or permit the payment of in-lieu fees to the City to maintain common landscaped public spaces.
Land Use Policy 19.	The City shall maintain, or develop, a Civic Center Park that provides public open space, multiple use opportunities, safe and convenient pedestrian access, and high quality amenities.
Land Use Policy 20.	The City shall protect and preserve architecturally and historically significant structures as defined by state and federal law, in the Specific Plan Area.
Land Use Policy 21.	The City shall enforce the Oak Tree Ordinance for downtown projects, wherever feasible, and shall engage in tree planting and encourage tree planting by project applicants.
Land Use Policy 22.	The City shall work cooperatively with property owners at identified downtown entryways to maintain and improve the surrounding aesthetic

¹ Defensible space describes an arrangement of structures on a piece of property that creates either real or symbolic barriers, strongly defined areas of influence, and opportunities for surveillance. This arrangement is designed to reduce the potential for crime or natural disaster. Defensible space, for example, can protect from fire and criminals.

- environment, and shall develop and establish visual cues to suggest entry to downtown Covina.
- Land Use Policy 23.** The City shall focus on the mitigation of external impacts and less on regulating specific land uses in its approach to development and redevelopment downtown.
- Land Use Policy 24.** The City shall encourage the provision of public art as a part of proposed development projects within the Town Center Specific Plan Area.

3. Land Use Objectives

- Land Use Objective 1.** Decreased rates of building and land vacancy.
- Land Use Objective 2.** Higher residential and commercial densities in appropriate locations, on properties with infill and reuse potential.
- Land Use Objective 3.** Additional entertainment, dining, cultural amenities, and public gathering places located within the Specific Plan Area.
- Land Use Objective 4.** Additional mixed-use, higher-density development that allows people to live close to work and shopping and where housing is placed above street-level commercial uses.
- Land Use Objective 5.** Transition of areas along the northern portion of the Specific Plan Area from heavy commercial and light industrial uses to a mixture of commercial and residential development.
- Land Use Objective 6.** Protection of existing surrounding neighborhoods.
- Land Use Objective 7.** Protection of historic buildings and other buildings of local significance.
- Land Use Objective 8.** Maintenance of and improvements to public infrastructure, and private property and structures near downtown gateways.
- Land Use Objective 9.** Compatibility of new land uses, whether occurring within existing buildings or newly constructed buildings, with the scale and general appearance of existing buildings downtown.
- Land Use Objective 10.** Increased use of public transit through intensification of land use and activities near transit facilities and routes.

4. Land Use Designations

Land Use Designations specified below replace the previous zoning designations as identified in the City's Zoning Ordinance for the Specific Plan Area. The following land use designations, referred to in the Specific Plan as Focused Activity Areas, and the development standards and use restrictions that accompany them are designed to provide future land developers with clear guidance and yet provide flexibility. The Focused Activity Areas are flexible in their application to geographic areas within the Specific Plan Area and are flexible with regard to the allowable land uses. As shown in the Specific Plan Land Use Diagram, Figure 1-2, there are transition areas between each of the focused activity areas where *development standards* from either adjacent area can be applied, at the City's discretion. Also, as described below, the *allowable land uses* in each Focused Activity Area do not follow hard boundaries, but rather extend out from each Focused Activity Area to establish Zones of Transition.

a. Health Services Focused Activity Area (TCSP-1)

This land use designation is intended to provide the opportunity to develop and operate land uses associated with health services, including medical, dental, optometry, research laboratories, chiropractic, and related services in the area surrounding the Citrus Valley Medical Center. Businesses that support health care services would also be permitted, such as retail, food service, and other commercial establishments that primarily serve health care workers, health care businesses, and employees of supportive businesses. This Focused Activity Area also provides the opportunity to mix residential uses (which might occur on upper floors of a multi-story building) with medical office uses, which could occur at the ground level or second level. Stand-alone residential development is not permitted in this Focus Activity Area. Residential development in this Focused Activity Area would emphasize housing that is appropriate in terms of type, size, cost, location, and amenities, to facilitate housing for health service and other downtown workers. Land uses that create noise in excess of City standards, vibration detectable from adjacent properties, odors, glare, excessive traffic, emit substantial amounts of air pollutants, or otherwise are incompatible with medical offices and residences are not permitted in this Focused Activity Area. The allowable density for proposed nonresidential uses adjacent to any existing single-family residential dwelling unit is 1.5 FAR, while the nonresidential density range for properties not adjacent to a single-family residential dwelling unit is between 1.5 and 3.0 FAR. The residential density range in this area is 15 to 35 units per acre. Mixed-use project density limits are calculated based on FAR including all uses' floor area.

b. Residential Focused Activity Area (TCSP-2)

This Focused Activity Area is intended to provide the opportunity maintain and develop housing at medium to high densities (generally 15 to 25 dwelling units per acre) and associated land uses, with an opportunity for 30 dwelling units per acre on a conditional basis. Nonresidential land uses intended to support downtown residential development would also be permitted as a part of a mixed-use development project. Land uses that create noise in excess of City standards, vibration detectable from adjacent properties, odors, glare, excessive traffic, emit substantial amounts of air pollutants, or otherwise are incompatible with residences are not permitted in this Focused Activity Area.

c. Institutional Focused Activity Area (TCSP-3)

This land use designation is intended to provide the opportunity to develop and operate City and other government agency offices and facilities, transit offices and facilities, parking facilities, churches, community centers, and other related public and nonprofit institutional land uses. This Focused Activity Area also provides the opportunity to mix residential uses (which might occur on upper floors of a multi-story building) with institutional or other appropriate uses, which could occur at the ground level or second level. Residential development not mixed with other land uses would also be permitted, to the extent that it does not create issues of compatibility with the predominantly institutional nature of the area. Nonresidential development that supports the institutional uses that are the primary land use in this area would also be permitted. The allowable density for properties adjacent to existing single-family residential dwelling units is 1.5 FAR, while the density for the rest of this area is between 1.0 and 2.0 FAR. The residential density range in this area is 15 to 35 units per acre. Mixed-use project density limits are calculated based on FAR including all uses' floor area.

d. Mixed-Use Focused Activity Area (TCSP-4)

The Mixed-Use Focused Activity Area does not assume any particular predominant land use, and rather provides the opportunity to develop and redevelop property within key development opportunity areas with a finely-grained mixing of land uses. This land use designation is intended to for retail, light industrial, cultural and entertainment, and residential development, with an emphasis of mixing of uses on properties, within buildings, and within blocks, as compatibility allows, though single-use development projects would also be allowed, subject to City review and approval. This Focused Activity Area is located in areas of the Specific Plan Area where land use change would be anticipated in the future. To the extent that future development proposals comply with applicable policies set forth in this Specific Plan, the General Plan, and other applicable City policies and regulations, development projects that contribute to the revitalization of the Town Center Specific Plan are encouraged. This Focused Activity Area provides the opportunity to mix residential uses (which might occur on upper floors of a multi-story building) with retail, office, or other appropriate uses, which could occur at the ground level or second level. This area also provides the opportunity to mix commercial land uses of different types. Land uses that directly generate noise in excess of City standards (not including noise associated with vehicular traffic), vibration detectable from adjacent properties, odors, substantial glare, excessive traffic, emit substantial amounts of air pollutants, or otherwise are incompatible with residential or commercial uses are not permitted in this Focused Activity Area. The allowable density for properties adjacent to any existing single-family residential dwelling unit is 1.5 FAR, while the density for the rest of this area is between 2.0 and 2.5 FAR. The residential density range in this area is generally 15 to 35 units per acre. Mixed-use projects density limits are calculated based on FAR including all uses' floor area.

e. Retail and Service Core Focused Activity Area (TCSP-5)

This land use designation is intended to provide the opportunity to develop and operate retail stores, services, restaurants, cultural and entertainment venues, and similar land uses within the historic cultural and economic core of the city. City policies seek to protect significant historic buildings in this area while encouraging compatible new development on vacant or underutilized properties. This Focused Activity Area provides the opportunity to mix residential uses (which might occur on upper floors of a multi-story building) with retail, restaurant, or other appropriate uses, which could occur at the ground level or second level. This area also provides the opportunity to mix commercial land uses of different types. Land uses that directly generate noise, vibration, odors, glare, traffic, or air pollutants that would be incompatible with the predominantly retail, service, and entertainment focus of the area, or land uses that otherwise would be incompatible, would not be permitted. The density range for nonresidential uses is between 2.0 and 3.0 FAR. The residential density range in this area is twenty (20) to forty (40) units per acre. Mixed-use projects density limits are calculated based on FAR including all uses' floor area.

f. Parks and Open Space (TCSP-6)

This land use designation is intended to provide passive and active recreational opportunities and places for public events and gatherings associated with publicly owned and maintained open space within the Specific Plan Area. Accessory buildings and structures associated with recreation and public events are also permitted in the area.

g. Zones of Transition

The Focused Activity Areas described above and depicted graphically on Figure 1-2 are designed to provide for transitional areas where the land use focus of one adjacent district may transition to the land use focus of another district. As such, the permitted land uses and development standards for any adjacent district may be applied for development proposals within the zones of transition, at the City's discretion.

The Zones of Transition extend from the Focused Activity Area boundaries shown on Figure 1-2 to one legal parcel from the edge of the boundaries, the closest public right-of-way or easement, or to mid-block, whichever is less. The Zones of Transition for Specific Plan Focused Activity Areas do not, however, extend outside of the Specific Plan boundaries. There is not a Zone of Transition east or west of the Retail and Service Core Focused Activity Area north of Geneva Place, as shown on Figure 1-2.

There are no Zones of Transition within Parks and Open Space (TCSP-6) areas.

As properties are subdivided or consolidated, the location of Zones of Transition would change. Therefore, they are not depicted to scale on Figure 1-2, and rather would be established on a case-by-case basis in response to development proposals. Instead, the inset figure on Figure V-1 includes a demonstration of the correct application of Zones of Transition geographically within the Town Center Specific Plan Area for three different situations.

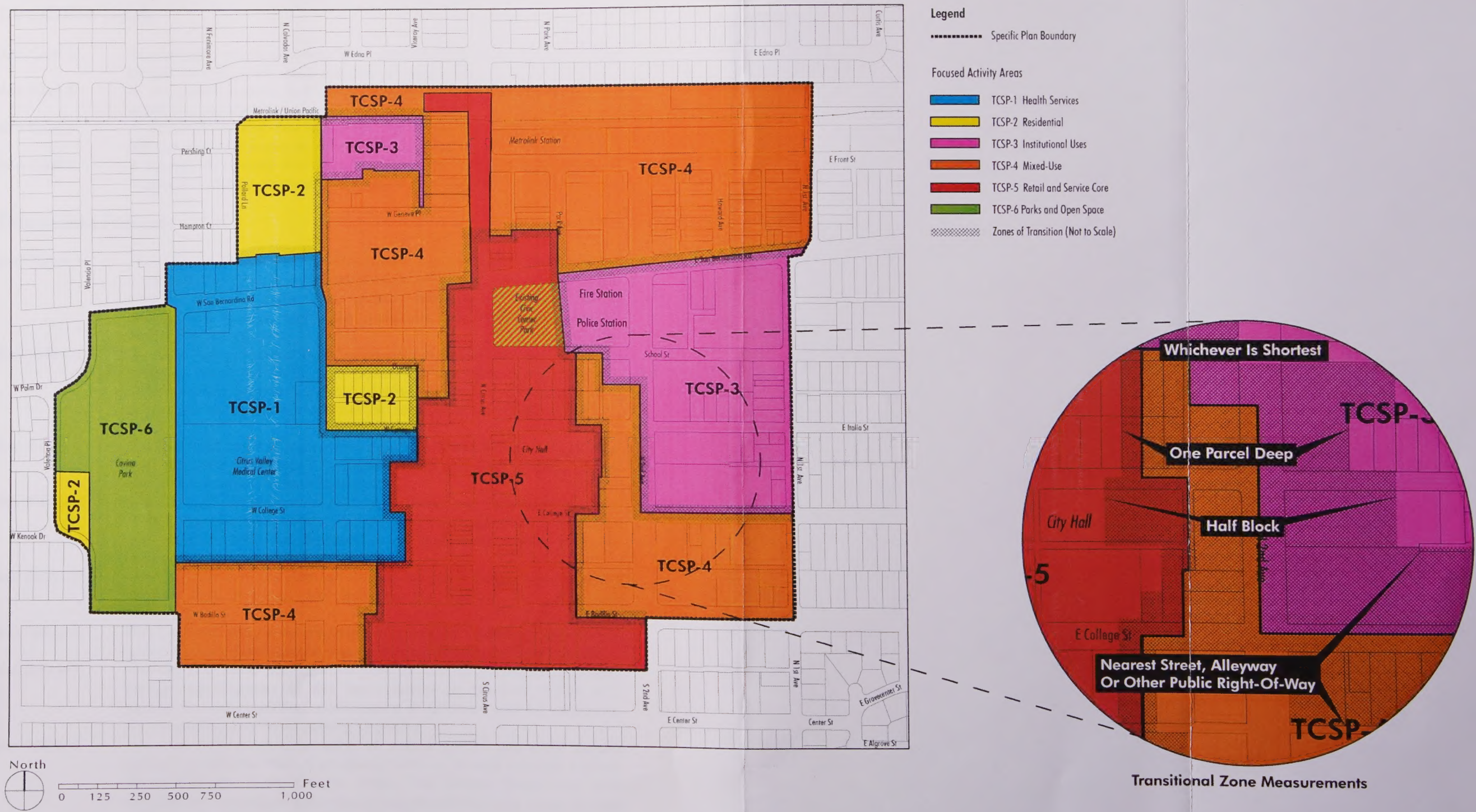


Figure I-2
Land Use Plan Diagram
COVINA TOWN CENTER SPECIFIC PLAN

5. Circulation Goals

- Circulation Goal 1.** A balanced circulation system that offers multiple travel options so that people can live, work, shop, and play without relying on private vehicles.
- Circulation Goal 2.** A circulation system that accommodates new development without impacting existing development.
- Circulation Goal 3.** A circulation system that is safe for downtown users and that provides efficient and safe access for emergency vehicles.
- Circulation Goal 4.** A system of parking that accommodates the needs of residents and businesses without dominating the urban environment.

6. Circulation Policies

- Circulation Policy 1.** The City shall develop a downtown transportation improvements program funded by contributions from developers to address congestion impacts, improve traffic flow, provide additional on- and off-street parking, and increase pedestrian access and amenities between major destination points.
- Circulation Policy 2.** The City shall give credit in its assessment of impact fees, for affordable housing, mixing of land uses, pedestrian amenities, transit facilities, shared parking, bicycle facilities, and other elements that reduce the trip generation or that accommodate or encourage alternative modes of travel.
- Circulation Policy 3.** The City shall develop a bicycle route in the Town Center Specific Plan Area that links with other City bicycle routes and links to public transit and major downtown destination points.
- Circulation Policy 4.** The City shall ensure that the Metrolink station, regional bus service, and other future forms of public transit planning is considered and integrated and shall consider development of a multi-modal center with the cooperation of regional transit providers.
- Circulation Policy 5.** The City shall evaluate demand for City operated shuttle service among Specific Plan locations and between the Specific Plan Area and Shopper's Lane.
- Circulation Policy 6.** The City shall require the provision of adequate pedestrian and bicycle access for new development projects through the plan review process.
- Circulation Policy 7.** The City shall allow development projects to fulfill parking requirements through contributions to the improvement of adjacent streets with parallel or angled parking, participation in off-street parking structures, shared parking, and other parking strategies.
- Circulation Policy 8.** The City shall consider addition of angled and/or additional parallel parking on Specific Plan Area streets such as Second Avenue, College Street, Cottage Street, Orange Street, and School Street, and shall consider the removal or reduction of angled parking along Citrus Avenue to improve traffic flow.
- Circulation Policy 9.** The City shall consider street reconfigurations and/or the establishment of pedestrian improvements at the intersection of Third Avenue and

Geneva Street, Second Avenue and Front Street, and First Avenue and Front Street.

7. Circulation Objectives

- Circulation Objective 1.** Balancing of the street system to serve all users well regardless of their mode of travel.
- Circulation Objective 2.** Stronger pedestrian and bicycle linkages through the downtown.
- Circulation Objective 3.** Increased use of public transit.
- Circulation Objective 4.** Sharing of parking in the downtown to minimize the amount of land devoted to parking areas.
- Circulation Objective 5.** Management of parking to encourage alternative travel modes.
- Circulation Objective 6.** Planning of parking to reduce its influence on the built environment.
- Circulation Objective 7.** Improved parking and traffic flow to support higher-density land uses and a greater concentration of activity downtown, with an emphasis on additional off-street parking located in key locations.

8. Recommended Improvements

The Town Center Specific Plan contains land use and circulation goals, policies, and objectives to implement the Specific Plan vision for a revitalized downtown Covina. The Specific Plan also contains recommendations for future public improvements, which would occur in conjunction with future development projects within the Specific Plan Area. The following recommended improvements shall occur in conjunction with Specific Plan implementation to implement Circulation goals, policies, and objectives.

a. Streetscape

The City's Streetscape Revitalization Program has been largely implemented along Citrus Avenue between Badillo Street and School Street. These improvements, which include brick-paved sidewalks and crosswalks, angled parking, street trees, and common theme benches, streetlights, trash receptacles, and bollards, will be extended northward to the Metrolink station.

In addition to the streetscape improvements along Citrus Avenue, the Specific Plan envisions improvements to streetscape environments along Second Avenue between Badillo and Front Street (refer to Figure 1-3, Circulation Plan). The improvements along Second Avenue would occur in coordination with development of adjacent parcels, and may include the addition of angled parking, installation of a bike lane on one or both sides of the street, planting of street trees, addition of benches, and construction of other streetscape improvements, as appropriate and as funding permits.



Streetscape improvements will be consistent with the themes developed along Citrus Avenue between Badillo Street and School Street, and shall promote pedestrian safety as well as the pedestrian aesthetic experience and scaling.

b. Parking

The City will conduct a parking study to support the Town Center Specific Plan, including an analysis of the existing parking conditions in the Specific Plan Area and strategies to meet parking demand resulting from Specific Plan land use change. Parking solutions would include meeting parking demand of new projects through a combination of additional on-street parking, a share of spaces within future parking structures, shared parking between land uses with different peak parking demand periods, and provision of off-street, on-site parking. Parking improvements should be designed considering existing and future with pedestrian access routes, and a system of signage should be established to make the most efficient and effective use of existing and future parking facilities. Any City-initiated parking changes or additions shall occur such that new parking spaces are available before any existing parking is removed.



The City shall, based on the parking study, consider the feasibility of constructing one or more parking structures to serve commercial parking demand in the Town Center Specific Plan in conjunction with removal of some amount of surface parking to accommodate future development projects. For convenience and access, two smaller parking structures, one on each side of Citrus between Badillo and San Bernardino, would be preferable to one parking structure. These structures should be located to ensure a

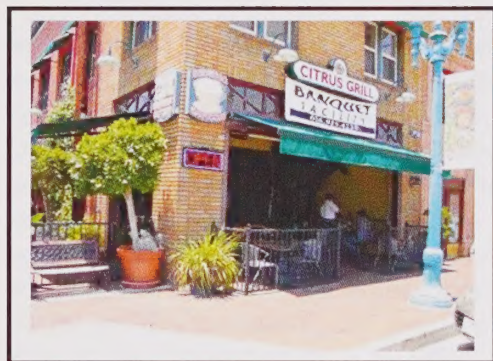
maximum distance of two blocks between the parking structures and any point along Citrus Avenue. However, financing for two smaller parking structures may not be as feasible and efficient compared to one larger structure.

The City may allow the number of required off-street parking space to be reduced under the following circumstances:

1. By the number of on-street parking spaces located adjacent to the front or rear property line;
2. When existing parking spaces adjacent to two or more users may be feasibly shared between and/or hours of use do not overlap;
3. If parking spaces are available to the general public within 300 feet of a proposed development;
4. If each exclusively assigned parking space are provided in a joint-use parking facility located within 300 feet of the development; or
5. If a proposed development will be located within ¼ mile of a Metrolink station, an employer implements a ride-sharing program approved by the City (such as car pooling, vanpooling, or shuttle/jitney services), and/or an employer pays for at least fifty (50) percent of the cost of public transit for its employees.

c. Pedestrian Access

The Specific Plan recommends improved pedestrian access in key areas of the Plan Area, in particular, to more effectively link major destination points downtown, such as City buildings, the medical center, and the retail and service core along Citrus Avenue. Pedestrian access could be facilitated by extending the alleyway improvements completed by the City further to the west and east, completing a connection between the medical center at Third Avenue and Second Avenue. Extension of alleyway improvements would occur with the same approach to design as the existing alleyway improvements.



Pedestrian safety features recommended by the Specific Plan include traffic calming along San Bernardino Road near the intersections with Citrus Avenue, Second Avenue, and Third Avenue, and along Citrus Avenue near the intersections with School Street and Italia Street. Pedestrian safety features would include one or more of the following: flashing crossing devices, reflector marked and striped crosswalks, raised paved pedestrian surfaces, median pedestrian islands, and roadway narrowing at points of pedestrian crossing.

A grade-separated pedestrian walkway is recommended to connect the planned Metrolink parking structure (and potential residential mixed-use development west of Citrus Avenue) with the Metrolink commuter rail station.

Pedestrian improvements are also recommended along Third Avenue to increase safety and create a more pleasant walking experience between the Medical Center, the Metrolink parking structure, and commuter rail station.

Finally, the intersections of Front Street and First Avenue, Front Street and Second Avenue, and Geneva Place and Third Avenue may be appropriate for pedestrian plazas. Automobile access may still be allowed, but roadways would be narrowed and pedestrian areas widened. Pedestrian amenities would include wider sidewalks and bulbouts at corners, streetscape improvements (such as benches, landscaping, trash receptacles, kiosks, public art, and other elements).

d. Vehicular Access

Existing and projected future traffic congestion is a potential impediment to the success of downtown Covina. Policies in the General Plan address downtown transportation improvements, including the requirement that the City balance its obligation to provide vehicular transportation improvements with its obligations related to accommodating residential and nonresidential growth, community economic development, commercial revitalization, neighborhood preservation, and affordable housing.

Transportation planning for future projects downtown shall direct and orient traffic to the Barranca north-south corridor rather than Citrus Avenue or Hollenbeck Avenue. The City should remove angled parking along Citrus to accommodate additional turning lanes where installation of such improvements would maintain or achieve acceptable levels of service. The City should analyze the

potential of using parallel parking during non-peak travel times that is also striped to be used as a travel lane or turning lane during peak travel demand periods.

9. Other Implementation Recommendations

a. Historic Resources Identification and Protection Program

The City will identify important historic and architecturally significant structures within the Town Center Specific Plan Area as historic landmarks or structures of merit according to Chapter 17.81 of the Covina Zoning Ordinance. The exterior alteration or demolition of such structures should comply with this Chapter and with the Covina Downtown Design Guidelines. The identification of historical and architecturally significant resources should be incorporated into an official inventory of buildings and properties to be adopted by the City with twenty four (24) months of the adoption of the Town Center Specific Plan. The City, based on this inventory, will prepare a Historic Resource Plan to be completed by a qualified expert in the field of historic/architectural preservation. The Plan will include an identification of buildings and structures of local historical and/or architectural significance. Any alternations or demolition of structures identified in the Historic Resource Plan is subject to review and approval according to the provisions of Chapter 17.81 of Zoning Ordinance.



If a development application or application for a demolition permit is submitted prior to completion and adoption of the Historic Resource Plan that involves the alteration or removal of a potentially historic structure, such a proposed action will be reviewed and subject to approval of the City Council according to the provisions of Chapter 17.81 of the Covina Zoning Ordinance.

If necessary to preserve such structures, the City should consider the use of tax-increment redevelopment or CDBG funds to provide low-interest loans to property owners interested in façade improvements or building renovation of historic or architecturally significant structures

b. Tree Inventory and Protection Program

The City Planner will make recommendations to avoid harm to mature trees in pre-application meetings with potential downtown developers and as a part of submitted applications for development projects. Particular emphasis should be given to preserving mature trees, wherever possible, in and within twenty (20) feet of a public right-of-way.

Tree Preservation Resource Plan

The City will identify oak and other mature trees within public rights-of-way and City-owned property in the Town Center Specific Plan Area. The City will inventory mature trees as a part of a Tree Preservation Resource Plan to be adopted by the City with twenty-four (24) months of the adoption of the Town Center Specific Plan. Trees identified as a part of the City's Plan will include those of significantly good health that have any of the following characteristics:

- Trees with a trunk diameter of at least 10 inches for a single trunk tree as measured at four and one half feet above mean natural grade of the surrounding ground; and
- Trees with a combined diameter of at least 22 inches for a multiple trunk tree as measured at four and one half feet above mean natural grade of the surrounding ground.

The City will prepare the Plan in consultation with a certified arborist, to assist in identification and preservation of the mature tree canopy of downtown Covina. Chapter 17.83 of the Zoning Ordinance addresses only mature oak trees, but allows the City Council also to designate as a Heritage Tree any other tree or group of trees deemed important for preservation. The Tree Preservation Resource Plan will provide information to the Council regarding the location of all species of mature trees on public property that may be important for preservation. Proposed alteration or removal of trees identified by the City's Plan is subject to review and approval according to the provisions of Chapter 17.83 of Zoning Ordinance.

Until a Tree Preservation Resource Plan has been adopted by the City, any action on public property that would involve the alteration or removal of a potentially significant tree shall require review and approval of the City Council. All provisions of Chapter 17.83 of the Covina Zoning Ordinance shall remain in effect.

Enforcement of Existing Tree Preservation Ordinance in Specific Plan Area

As identified in Chapter 17.83 of the Covina Zoning Ordinance, new development, redevelopment, and property maintenance activities will be conducted in a way that avoids or minimizes the harm to Heritage Trees located on private *and* public property within the Specific Plan Area. Routine maintenance, emergency maintenance, and other exemptions to the tree preservation ordinance will also apply in the Specific Plan Area.

The conditions of approval for removal of a Heritage Tree from Chapter 17.83.090 of the Zoning Ordinance will apply, except that the approval authority will impose replanting, relocation, in-lieu fees for heritage tree protection, or other conditions that promote the preservation of heritage trees within the Specific Plan Area (tree preservation and propagation fund).

c. Mixed-Income Housing Requirements and Incentives

Any housing constructed within the Town Center Specific Plan Area that is located within a Covina Redevelopment Agency project area (see Figure IV-3) shall comply with requirements of the California Health and Safety Code, section 33413:

1. At least 30 percent of all new and substantially rehabilitated dwelling units developed by an agency shall be available at affordable housing cost to, and occupied by, persons and

families of low or moderate income.² Not less than 50 percent of the dwelling units required to be available at affordable housing cost to, and occupied by, persons and families of low- or moderate-income shall be available at affordable housing cost to, and occupied by, very low-income households.

2. At least 15 percent of all new and substantially rehabilitated dwelling units developed within a project area under the jurisdiction of an agency by public or private entities or persons other than the agency shall be available at affordable housing cost to, and occupied by, persons and families of low or moderate income. Not less than 40 percent of the dwelling units required to be available at affordable housing cost to, and occupied by, persons and families of low or moderate income shall be available at affordable housing cost to, and occupied by, very low-income households.

Density Bonuses for Affordable Housing

Under California law (sections 65915 and 65915.5 of the California Government Code), cities and counties are required to offer density bonus or other incentives of equivalent financial value to residential developers who agree to set aside a portion of their housing units for low-income residents and/or provide childcare facilities. Density bonuses and other incentives can provide significant benefits to residential developers to encourage the production of affordable housing.

The City of Covina is required to offer a 25 percent density bonus or other incentives if at least:

1. 10 percent of the proposed housing units will be affordable to very-low-income households; or
2. 20 percent of the proposed housing units will be affordable to low-income households; or
3. 50 percent of the proposed housing units will be reserved for seniors (qualifying residents); or
4. 20 percent of the proposed housing units in a condominium project will be affordable to moderate income households; or
5. 33 percent of the proposed housing units within a condominium conversion project will be affordable to low- or moderate-income households.

In addition to these density bonus incentives for affordable housing, state law requires the City to grant a square footage density bonus equal to the square footage or proposed childcare facilities in a development or other, financially equivalent, incentives.

Examples of incentives other than density bonuses are financial contributions (such as redevelopment housing set-aside funds), modifications of development that result in identifiable cost reductions, expedited permit processing, and reduced, waived, or deferred development permit and impact fees.

² Persons and families of low- and moderate-income are those earning no more than 80 percent and 120 percent of the Los Angeles County median family income, as determined annually by the U.S. Department of Housing and Urban Development. Very low-income households are those earning no more than 50 percent of the Los Angeles County median family income.





Outside of redevelopment project areas, the City will seek to ensure that at least five percent of new housing units are affordable to very low-income households, and five percent affordable to low-income households through the following incentives:

1. Fee reductions, waivers, or deferrals;
2. FAR bonuses for mixed-use buildings that include residential uses;
3. Residential density bonuses for qualifying projects under California Government Code Section 65915³;
4. Assistance in accessing State or federal low-income housing subsidies;
5. Participation in bond or mortgage credit certificate programs, to the extent feasible within the City's staff and financial capacity;
6. Expedited permit processing; and,
7. Use of the Redevelopment Agency's low- and moderate-income housing funds, to the extent available for use outside redevelopment project areas.

The City will work with large employers in the Town Center Specific Plan Area to provide housing suitable for, and affordable to, their employees. The City will consider providing the same incentives as described above for housing outside redevelopment project areas.

d. Public Open Spaces and Parks

The City will maintain and enhance the quantity and quality of parks and recreation facilities provided in the Specific Plan Area through incentives, regulatory actions, and other means. City actions may include, but will not be limited to:

1. Use of Redevelopment Agency powers to assemble small parcels, creating the opportunities for larger developments with dedicated public open spaces;
2. Use of Redevelopment Agency tax increment funds to purchase one or more properties for "pocket parks" (small parks that provide limited recreation facilities);
3. Credit toward individual landscaping requirements for several property owners who jointly develop a pocket park or publicly accessible and usable open space;
4. Granting of a density bonus for development projects in the Specific Plan Area that provide publicly accessible open space or recreational facilities in excess of that required by existing regulations;
5. Development, either by the City or by the City in combination with other entities, of parks and recreational facilities and programs; and/or,
6. Regulatory actions such as those provided by the California Environmental Quality Act and the Quimby Act to require mitigation for impacts to parks and recreation services and collect impact fees to be used for park development

³ State law provides that local governments shall grant density bonuses of at least 25 percent, plus an additional incentive(s) or equivalent financial incentives, to housing developers who agree to construct at least: 20% of the units affordable to lower-income households, 10% of the units affordable to very low-income households, or senior citizen housing.

Civic Center Park

The City will maintain or develop a Civic Center Park, located to provide safe and convenient pedestrian access, as a venue for outdoor public events and with usable and accessible multi-use recreation areas and open spaces.

e. Pedestrian Improvements

In making circulation improvements in the Town Center Specific Plan Area, the City will seek to achieve the following pedestrian principles:

1. Maintain a continuous five (5)-foot pedestrian pathway along Citrus Avenue and between major destination points within the Specific Plan Area.
2. Blank building wall faces should be avoided – building activities should be encouraged to open onto pedestrian walkways.
3. Wide walkways (more than five (5) feet in width should be constructed in high pedestrian activity areas whenever possible. Where wider walkways are not possible, the City should work with property owners to create periodic wide spots, through corner and mid-block bulbouts and first-floor building insets. These wide spots provide places for pedestrian furniture, directional signs and kiosks, outdoor eating and other pedestrian activities.
4. Make intersections more pedestrian friendly intersections to accommodate to physical abilities of pedestrians through intersection signs and mechanisms that are clear and understandable; medians and bulbouts to reduce crossing distances; and raised surfaces, color or paving devices, and/or reflectors, or flashing light devices embedded in the pavement to clearly mark pedestrian crossing and alert motorists.
5. Provide mid-block crossings when possible to directly link high activity areas and important destination points. Provide pedestrian walkways between the principal entrances of individual uses and buildings on the same property.
6. Locate service bays away from pedestrian areas.
7. Provide overhead weather protection through awnings, marquees, and similar overhanging devices along any portion of the building which is adjacent to a pedestrian walkway.

f. Development and Reuse of Opportunity Sites

The Town Center Specific Plan identified several areas with the greatest potential for more intense land uses, either through more the reuse of developed properties or development on vacant sites. The opportunity areas include:

1. The blocks on both sides of San Bernardino Road, between Citrus Avenue and Third Avenue. These properties are under common ownership, are relatively large, and provide an opportunity to attract anchor retail tenants and mixed-use projects close to transit.
2. Citrus Valley Medical Center's surface parking, which could be redeveloped with a parking structure, freeing part of the property for other uses.
3. Surface parking behind commercial properties on either side of Citrus Avenue, between Badillo Street and San Bernardino Road, which could be redeveloped for other uses if one or more parking structures is constructed to replace the surface parking.
4. The Residential Focused Activity Area at Geneva Place and Third Avenue, which has the potential for redevelopment from light industrial uses to residential and/or residential mixed-use.

5. The Front Street corridor, between Citrus Avenue and First Avenue. This corridor has significant potential for transit-oriented uses near the Metrolink station, and the conversion of light-industrial properties and buildings to mixed commercial and residential uses.

To foster the reuse of opportunity sites, the City will maintain an inventory of such properties; identify potential environmental constraints and how these can potentially be resolved; target redevelopment tax increment funds, to the extent available, for public improvements to these areas; and assist in establishing bond-financing or other financing mechanisms for parking and other public improvements.

g. Infill Opportunity Zones

Governor Davis signed into law SB 1636 (Infill Opportunity Zones) in 2002, removing an obstacle to redevelopment planning by local governments related to traffic congestion standards. The State Congestion Management Act requires regional transportation planning agencies to adopt Level of Service (LOS) standards and mitigation strategies to addresses vehicular congestion. These standards and mitigation strategies may not be appropriate for urban areas such as downtown Covina, which have access to public transit and a walkable layout. To take advantage of State legislation that promotes transit oriented planning principles, the City will implement the following:

1. City staff will prepare a resolution for consideration by the City Council that identifies and designates one or more Infill Opportunity Zones in Covina that include areas of the Town Center Specific Plan Area and provide findings required under SB 1636, Infill Opportunity Zones (zones must be located within 1/3rd mile of a transit stop with frequent service).
2. The City will prepare either an alternative Level of Service standard for use within the Infill Opportunity Zone/s, **or** identify a range of mitigation measures (that are different from those used by the regional transportation planning agency) to enhance walkability, and/or increase transit use, service, and access.
3. The City will require the alternative LOS standard or mitigation measures to be used for projects within the Town Center Specific Plan.

G. INFRASTRUCTURE PLAN

1. Infrastructure and Services Goals

- Infrastructure Goal 1.** A functional, efficient, economical system of infrastructure for the Specific Plan Area that adequately accommodates the needs of downtown residences, businesses, civic institutions, and other land uses.
- Infrastructure Goal 2.** High quality public services meeting the needs of Covina residents, employees, employers, and visitors. Both downtown and citywide.
- Infrastructure Goal 3.** Adequate funding for infrastructure and service improvements through equitable mechanisms that do not penalize small businesses, deter new commercial enterprises, or impede housing development downtown.

2. Infrastructure and Services Policies

- Infrastructure Policy 1.** The City shall, in coordination with future development within the Specific Plan Area, ensure the replacement of water lines serving the Specific Plan Area that are more than 50 years in age or less than eight inches in diameter.
- Infrastructure Policy 2.** New water lines shall be a minimum of eight inches in diameter.
- Infrastructure Policy 3.** The City and Redevelopment Agency shall, in coordination with future development proposals, maintain and improve Covina's downtown sewer collection and conveyance facilities to prevent contamination of groundwater, assure compliance with state and federal water quality standards, and accommodate future Specific Plan Area development.

3. Infrastructure and Services Objectives

- Infrastructure Objective 1.** Infrastructure and public service levels of service for the Town Center Specific Plan Area that are as high as or higher than these levels of service citywide.
- Infrastructure Objective 2.** Infrastructure and public service impact fees and other funding mechanisms that are established such that downtown Covina is a competitive location for future housing and commercial development and adequate funding is provided for needed infrastructure improvements.
- Infrastructure Objective 3.** Coordinated and targeted public infrastructure and service investments by the City and Redevelopment Agency that attract private investment in development and re-use and that are consistent with the Town Center Specific Plan vision, goals, and policies.

4. Recommended Improvements

a. Public Infrastructure

Water

The existing water system is capable of meeting future water demands in the Specific Plan Area with respect to the capture, storage, and conveyance of water. However, substantial new development and redevelopment with higher water-demand uses may require that water supply lines be replaced or increased in size. According to the City Public Works Department, pipelines older than 50 years in age should be considered for replacement and pipelines smaller than eight inches in diameter should be upgraded to a minimum of eight inches in diameter. Impacts on the City's water delivery system in the Specific Plan Area will be reviewed and addressed on a case-by-case basis, and developers will be required to pay for water line improvements needed to serve their projects.

Sewer

The City conducted a sewer study to support preparation of the *2002 Sewer Master Plan*. The study and Master Plan identify the capability of the City's sewer system to serve projected development, identify system deficiencies, and recommend necessary system improvements. Of the 120 miles of sewer modeled during the *Master Plan* process, approximately 9.3 miles of the system were identified as being deficient. Deficiencies are related to the ability of each pipe segment to carry peak flows without exceeding the capacity the system. The most severe deficiencies noted in the Master Plan study occurred within Tributary Area No. 1, which includes the Specific Plan Area.

The *Master Plan* recommends concentrating initial work to upgrade the City's sewer system in the Specific Plan Area as the area is redeveloped and the streets are repaved or rebuilt. As a part of Covina's development permit review procedures, the City, according to the *Master Plan*, should consider examining the underlying sewer lines to determine whether or not they warrant replacement.

b. Public Services

Downtown Shuttle

The City will evaluate the feasibility of providing a transit connection between downtown and Shopper's Lane, in collaboration with Foothill Transit and/or other local/regional transit providers. The type of vehicle to be used for such transit, the optimal frequency of operations, and the destinations served would be subject to future analysis. The shuttle could involve the use of existing transit shelters or require the construction of new shelters. These shelters, where feasible, should provide amenities such as community posting boards, public telephones, and bike racks.

City Library

The City will evaluate the condition of the City library and consider renovation of the existing facilities or relocation of the City library to the block bounded by School Street, Italia Street, Citrus Avenue, and Second Avenue.

H. ADMINISTRATION AND FINANCING

The successful implementation of the Specific Plan administration of the policies and regulations of the Plan by City staff in cooperation with private property owners and property developers and business owners, expediting the entitlement review process wherever possible and prudent. The City should use available streamlining measures for proposed projects consistent with the provisions of this Specific Plan.

Conditionally approved uses shall be divided into those that can be reviewed administratively and those that require Planning Commission review. The City should make use of infill, affordable housing, transit-oriented development, and any other CEQA exemptions for development projects within the Specific Plan Area, adopting findings wherever necessary to do so. The City should encourage developers and property owners to contact City staff early in the entitlement/permit process to describe City expectation and discuss developer/property owner needs and concerns. The City should identify opportunities to expedite decision-making, consistent with this Specific Plan.

I. PLAN PREPARATION PROCESS AND PUBLIC PARTICIPATION

The City conducted an extensive public outreach process for the preparation and adoption of the Town Center Specific Plan. The process involved consultation with community leaders, interested individuals, and the public at large during preparation of the Plan, a public workshop to discuss conceptual alternatives, and public hearings. The public outreach and participation included:

- Stakeholder and public consultation between February and April, 2004, in which the City interviewed interested individuals and representatives of community organizations. The purpose of the interviews was to solicit comments on key issues and concerns that should be the focus of the Town Center Specific Plan and potential policies and solutions to those issues and concerns.
- Ongoing public information about the Specific Plan process and associated documents posted on the City's website. The City's website was also used as a vehicle for encouraging ongoing public discussion and comments on the Specific Plan.
- Information in the City's newsletter and other communications with the public.
- Flyers distributed at public events, such as the Orange Blossom Festival.
- A public workshop conducted in May 2004 (joint City Council-Planning Commission study session) on proposed land use and circulation conceptual alternatives. This workshop resulted in a consensus among the City Council and Planning Commission members for a focused activity area approach to downtown revitalization. This approach will build upon, and expand, existing activities in the downtown area, but will also encourage mixed-use development where no particular focus of activity is desired or necessary.
- A Planning Commission public hearing on a draft Specific Plan, conducted in July 2004.
- Planning Commission and City Council public hearings on a final Specific Plan, conducted in September 2004.

II. INTRODUCTION

A. THEME PLAN DESIGN AND GUIDING PRINCIPLES

THEME PLAN DESIGN AND GUIDING PRINCIPLES



CHAPTER II

INTRODUCTION

II. INTRODUCTION

A. SPECIFIC PLAN VISION AND GUIDING PRINCIPLES

The Covina Town Center Specific Plan is intended to implement the City's vision for downtown Covina as:

- A place where people can live, work, shop, and play without needing their cars;
- A local and regional center of public and business activity;
- A place where local history has been preserved through the protection of historic buildings and activities associated with those buildings; and,
- An opportunity to experience a traditional downtown with a small-town ambience.

The overall goal of the Specific Plan is to facilitate revitalization of downtown Covina by increasing the number and variety of retail and other commercial establishments, increasing the number of housing units and residents in the downtown area, stimulating development on vacant infill and under-used properties, and improving public infrastructure, facilities, and services to support new development.

Guiding principles that have been included in the Specific Plan are:

1. Return the focus of civic, social, and economic activity
2. Encourage more people to live downtown
3. Protect and build upon downtown's unique character
4. Provide ample public spaces for multiple uses
5. Encourage people to leave their cars behind

This Specific Plan addresses issues related to building type and scale, commercial and mixed-use development, fiscal health, and downtown transportation and circulation, as intended by the General Plan. The Specific Plan also establishes goals, objectives, and policies for developing and redeveloping the downtown, giving property owners and developers additional certainty and incentives to improve the existing built environment and increase investment downtown.

The Town Center Specific Plan refines and carries out General Plan goals, in light of current conditions in the downtown area, to establish the community's vision of a more vital downtown. The Specific Plan also provides the regulatory guidance, public service and infrastructure investments, and regulatory incentives needed to facilitate this vision.

The City's vision, goals, and objectives for downtown Covina could, in theory, be accomplished under current General Plan policies and zoning. The Specific Plan, by itself, may not necessarily increase overall development potential in area covered by the Plan. However, the Specific Plan identifies regulatory constraints in the City's current approach to zoning and development approval, and institutional impediments among public and private organizations that have hindered achievement of a vision for intensified, transit-oriented, mixed-use downtown. To the extent these

constraints can be overcome through implementation measures contained in the Specific Plan, the City can better facilitate and stimulate development and redevelopment, and accelerate the pace of downtown revitalization.

Among the specific concepts the Town Center Specific Plan seeks to achieve are:

- A municipal governmental center that consolidates services to the public;
- A social and cultural center with entertainment, dining, libraries, and a traditional “town square” (a multi-use activity center contained within a civic center park);
- Pedestrian- and transit-oriented neighborhoods that encourage residents and visitors to leave their private cars and greater access and pedestrian links among major destinations within the downtown area;
- Greater access and better pedestrian links between the downtown retail core and the Metrolink station northeast of Citrus Avenue and Front Street;
- Mixed-use development that allows people to live close to work and shopping and where housing is placed above street-level commercial uses;
- A center of retail and commercial services for local residents and visitors from throughout the San Gabriel Valley;
- A regional center for medical services;
- Higher residential and commercial densities, including buildings of two to four stories in appropriate locations, on properties with infill and reuse potential;
- A critical mass of workers and residents, generating activity needed to create a vibrant downtown with both daytime and nighttime activities that include entertainment, shopping, and dining;
- The transition of areas currently zoned M-1 along the northern portion of the Specific Plan Area from heavy commercial and light industrial uses to a mixture of commercial and residential development;
- Improved parking and traffic flow to support higher-density land uses and a greater concentration of activity downtown;
- Adequate infrastructure, public facilities and services, and utilities to support more intense development downtown;
- Protection of historic buildings and other buildings of local significance; and,
- Compatibility of new land uses, whether occurring within existing buildings or newly constructed buildings, with the scale and general appearance of existing buildings downtown.

B. SPECIFIC PLAN PURPOSE AND REGULATORY NATURE

The Town Center Specific Plan implements the General Plan as it relates to the Specific Plan Area, and implements other City policy documents and redevelopment policies for the downtown. The density requirements, development standards, land use restrictions, and changes to design guidelines promulgated in this Specific Plan are intended to replace requirements of the City’s Zoning Ordinance within the Specific Plan Area, where necessary, although the City’s Subdivision Ordinance, Oak Tree Ordinance, Site Plan Review Process, Building Codes, and other citywide

policies and regulations would continue to apply. Because the historic center of the City is a unique place with unique issues and opportunities, the City acknowledges that a strategic reexamination of the land use policies and a fresh array of incentives for downtown development and redevelopment are necessary to achieve the vision for a more vital downtown.

The 2000 General Plan (page A-3) envisions downtown Covina as a special place in which to promote a greater variety of retail businesses, better links to transit, and mixed uses (including residential over commercial space) within an “urban village” context. To achieve this vision for downtown, the General Plan Land Use Element contains several policies that recognize the need for flexibility in residential and commercial development standards. As a result, the Specific Plan proposes density and other standards for the downtown area that vary from General Plan policies and implementing zoning standards applicable to other parts of the City. This flexible approach is consistent with, and explicitly permitted by, the General Plan. (See Chapter IV, Table IV-1 for more details regarding relevant General Plan policies.)

Many of the elements necessary to promote a “livable community” are already present downtown, including a walkable character, access to transit, parks, historic buildings, and infill and redevelopment opportunities. Covina’s 2000 General Plan and Zoning Ordinance allow for high-density and mixed-use development in the downtown, and the City has adopted Downtown Design Guidelines (Design for Development) that promote mixed-use and high-density housing.

The Specific Plan brings together all of the elements—land use, circulation, economic development, infrastructure, services, and financing—that will be necessary to achieve the City’s objectives for downtown Covina. The Specific Plan also addresses zoning and other regulatory issues to implement both the vision for downtown Covina and the City’s General Plan policies for downtown.

Zoning for the downtown area has not been comprehensively updated since 1975, although several changes to zoning standards have occurred since then. The Specific Plan includes recommendations for updating development standards as they relate to downtown. In particular, the Specific Plan contains mixed-use standards that will allow the City to introduce new infill housing to a variety of economic segments of the population with services and retail opportunities nearby.

Since 1988, the City has completed a number of streetscape improvements downtown in keeping with the City’s design guidelines for downtown. These improvements complement the historic main street theme along Citrus Avenue that is conveyed by much of the built environment and has helped to tie together different building styles and sizes. Revitalization efforts have focused on pedestrian amenities such as crosswalk improvements, decorative paving, bulbouts and landscaped rights-of-way, street furniture, themed lighting, decorative trash receptacles, street trees, and other elements.

A theme for signs in the downtown includes historic references and enhances a sense of place. The City’s revitalization efforts also recognize the importance of parking to the economic health of downtown Covina. The Specific Plan contains recommendations for additional improvements to existing parking areas (including both on- and off-street parking changes), and new parking structures to serve downtown parking needs. The City’s objective for parking areas and structures is

that they reflect integrated design elements similar to that recommended for downtown streetscapes, such as landscaping, signage, and seating.

C. PROJECT LOCATION

The Town Center Specific Plan covers the area generally known as downtown Covina. Specific geographic description of the plan boundaries are provided below. A map showing the boundaries of the Specific Plan Area can be found in Figure II-3.

1. Description

The Specific Plan Area includes 156 acres of land within downtown Covina, including 32.1 acres of public rights-of-way (streets, sidewalks, alleys, and other publicly owned access ways) and 4.1 acres of railroad right-of-way. The Specific Plan generally covers the area bounded by the Union Pacific tracks on the north (also used by Metrolink), North First Avenue on the east, Badillo Street on the south, and Fourth Avenue/Valencia Place/Pollard Lane on the west (boundary extended to include Covina Park on the western edge). The town center is comprised of office and retail commercial, single-family and multi-family residential, institutional, and light industrial uses. The area includes the Citrus Valley Medical Center, Metrolink Station, a variety of government offices, and two parks (Covina Park and Civic Center Park).

2. Other Affected Jurisdictions

The Town Center Specific Plan is contained completely within the jurisdictional boundaries of the City of Covina. The Plan Area is bounded on all sides by incorporated Covina, and there are no other jurisdictions directly affected by the adoption or implementation of this Plan.

D. ENVIRONMENTAL REVIEW AND COORDINATION

This Specific Plan was prepared in coordination with an environmental review and assessment process conducted by the City to support an Environmental Impact Report (EIR) for the Town Center Specific Plan. The Specific Plan Area is a developed, urban environment completely surrounded by urban development. The environmental conditions and consideration of environmental impacts associated with the redevelopment of the area reflects this reality. Downtown Covina is one of the older developed areas in the San Gabriel Valley, with some of the buildings constructed in the 1890s. The downtown contains many significant and potentially significant historic structures. The area does not include important habitat for special-status species. Downtown topography is flat, and there are no surface water features. Important noise sources include the Metro rail line located north of San Bernardino Road, and the major arterial roadways: Barranca Avenue; Citrus Avenue; Hollenbeck Avenue; and, Badillo Street. Older buildings in the downtown may be susceptible to damage should groundshaking occur—especially unreinforced masonry buildings.



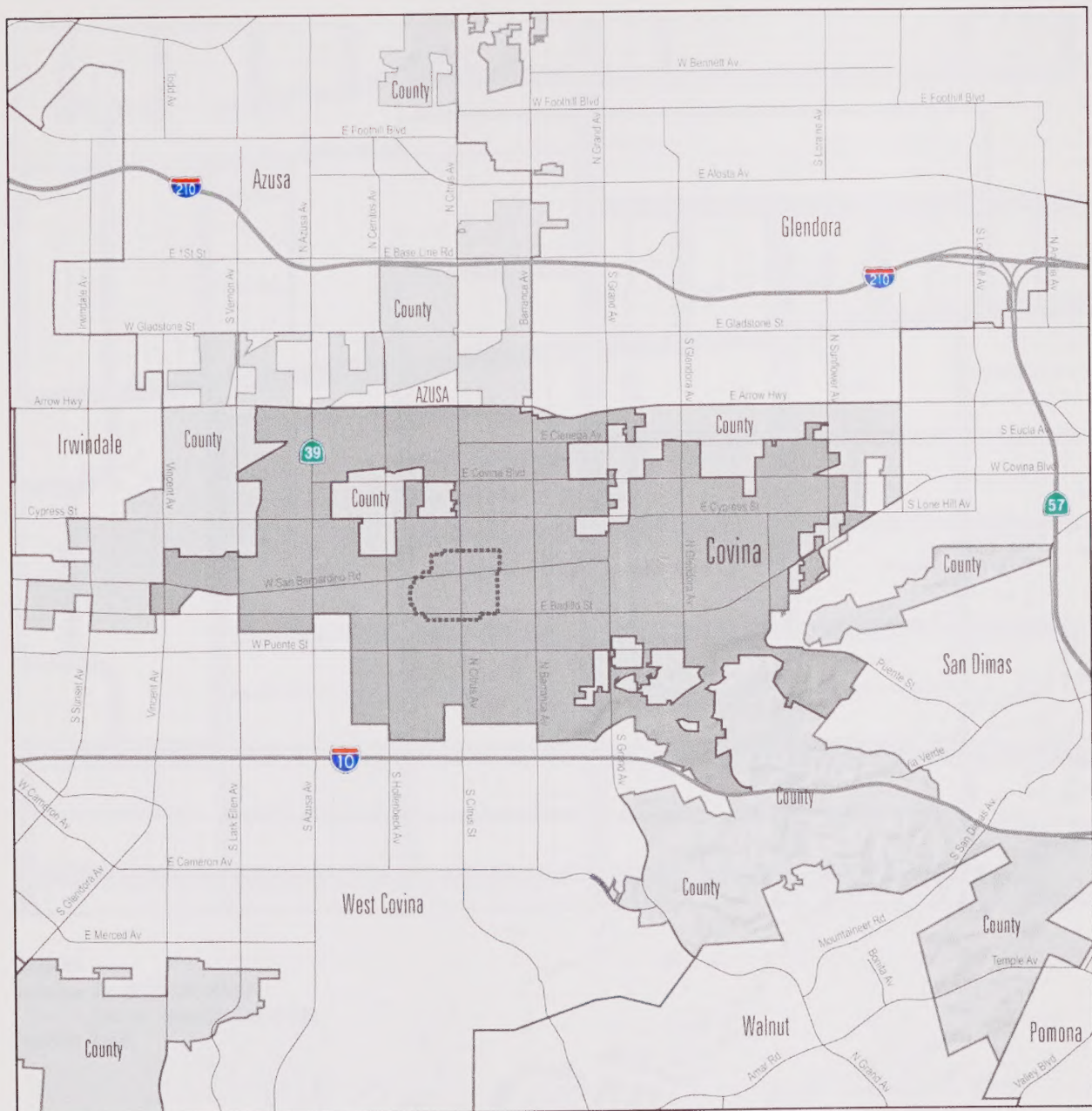
Legend

- ☐ County of Los Angeles
☐ Other Counties



Figure II-1
Regional Location Map

COVINA TOWN CENTER SPECIFIC PLAN



Legend

- Specific Plan Boundary
- City of Covina Boundary
- Other City Boundaries
- County of Los Angeles (Unincorporated)

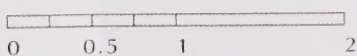
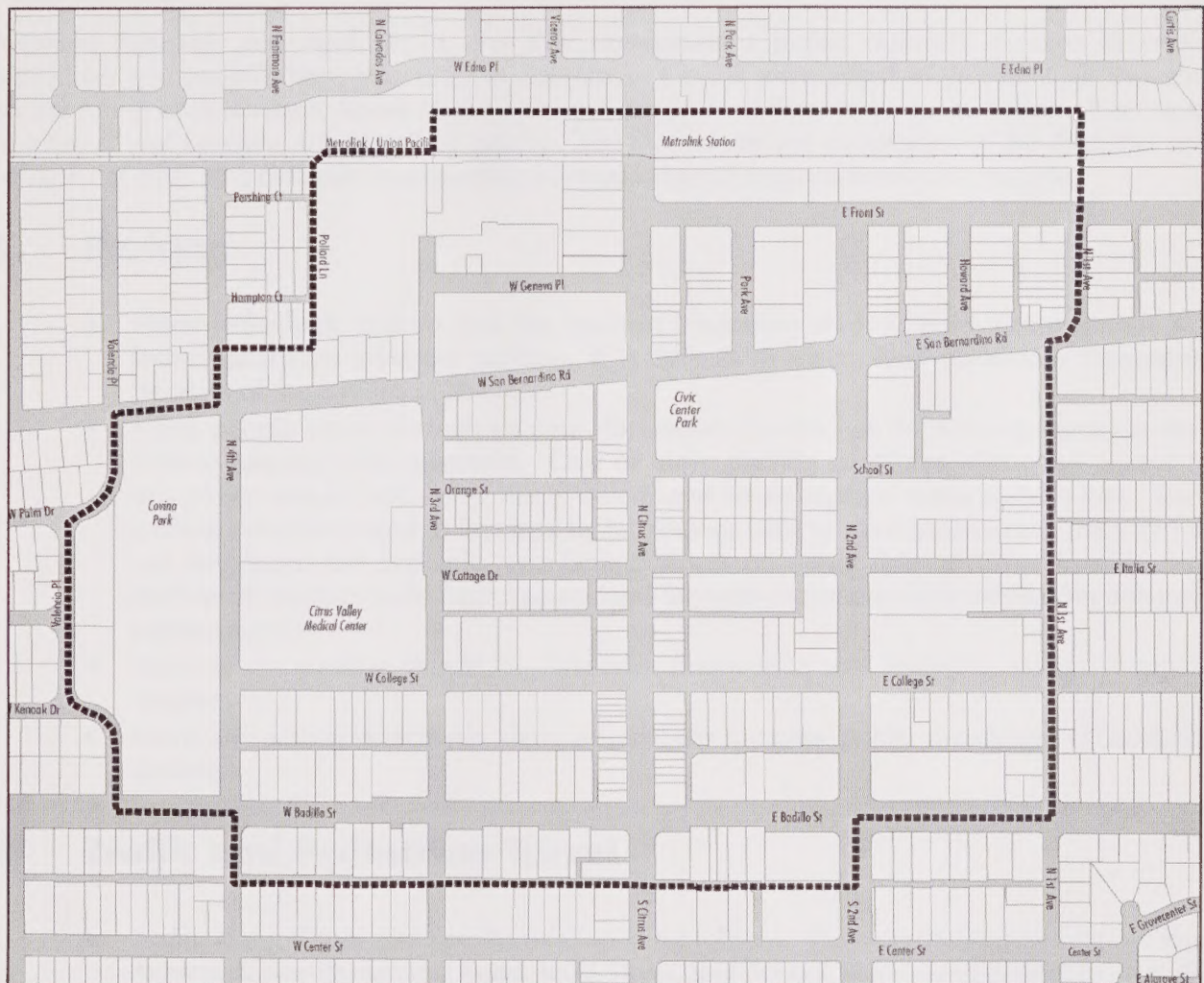


Figure II-2
Local Setting

COVINA TOWN CENTER SPECIFIC PLAN



Legend

- Specific Plan Boundary
- Railroad - Metrolink/Union Pacific
- ▨ Roads



0 125 250 500 750 1,000 Feet

Figure II-3
Covina Town Center
Specific Plan Area

COVINA TOWN CENTER SPECIFIC PLAN

E. KEY ISSUES

Between February and April, 2004, the City conducted a public outreach process in which individuals and organizations interested in downtown Covina were asked to provide their thoughts on the future of downtown, issues of concern, and suggestions downtown revitalization. Key issues of interest and concern are described below. The statements are summaries of the thoughts and opinions of over 30 individuals representing a broad range of organizations and interests.

1. Parking

- Many individuals believe that the greatest hindrance to downtown development is a lack of adequate off-street parking. It is difficult to attract new businesses downtown because of the parking problem.
- Many people travel through or near downtown Covina but do not stop because they believe parking is inconvenient. One or more parking structures with good access to downtown would help solve this problem and could replace some surface lots. Such parking structures need to be close by (a block or two) to most businesses. The City has not developed the available area behind stores on either side of Citrus Avenue, and multi-level parking could help free up land for redevelopment while increasing off-street parking supply.
- More of the parking should be long-term (more than two hours) to attract shoppers downtown.
- More and visible directional signs would help increase public awareness of available parking.

2. Traffic and Pedestrian Travel

- Traffic along Citrus and San Bernardino is a problem. The intersections of North Citrus Avenue at San Bernardino Road, Italia Street, and School Street need pedestrian-friendly improvements to make it easier to cross these streets.
- Traffic flow is too fast along this segment of Citrus Avenue and along San Bernardino Road.
- Traffic generated by the Metrolink station should be managed better to make it safe for pedestrians downtown.
- Traffic hazards along some of the alleyways used by pedestrians to access off-street parking is also a problem.
- Areas east and west of Citrus Avenue can be developed into north-south “paseos” (pedestrian pathways).

3. Public Transit

- Most Metrolink passengers do not patronize downtown. The San Bernardino Line (which runs through downtown Covina) is the only line that operates seven days a week, creating an opportunity for weekend trips to Covina. The City needs to create a

reason for transit customers to go downtown. The presence of Metrolink could draw customers into downtown if there are better pedestrian connections and the Metrolink traffic can be better managed. Transit-oriented development around the Metrolink stop that contains retailers and services that passengers could use (coffee shops, laundromats, childcare, restaurants, etc.) might attract more downtown business.

- A shuttle or trolley system might help increase access from the Metrolink station to downtown businesses.
- Parking structures associated with transit should “fit in” aesthetically with downtown and should be designed for pedestrian safety.
- The presence of the Metrolink line may be a benefit to marketing housing downtown to two-income households.
- The proposed Foothill Transit Center, if now shelved, should be reexamined. The area north of San Bernardino Road and west of Citrus Avenue, next to the proposed Metrolink parking structure, could provide an opportunity to create a bus terminal with retail shops.

4. Civic Center Park

- Civic Center Park is a valuable community resource due its downtown location, the opportunity it provides for public events and open space, and the large, mature trees.
- The park does not have good pedestrian access, and has few amenities. Parking is difficult, and the park is not well suited for families with children. Significant improvements will be necessary to increase the park’s attractiveness and usefulness to the public at large.
- The annual Christmas tree lighting of the heritage tree and other events at the park provide a hometown feel. Whether the existing park is maintained/improved or a new park developed, the City should preserve the open space and opportunities for community events.
- If a new downtown park or public space is developed, it should be comparable in size to Civic Center Park, offer a variety of recreation amenities, and provide safe pedestrian access. The mature trees at Civic Center Park should be protected and incorporated into any new development scheme for the Park.

5. Redevelopment Opportunities and Challenges

- If the two car dealerships relocate (on San Bernardino Road and Citrus Avenue), the City needs to facilitate the reuse of these properties as quickly as possible so as not to leave a “hole” in the downtown economy. The mill and lumber property is another prime candidate for redevelopment that should be addressed promptly.
- The Covina Playhouse reconstruction will be a substantial attraction to downtown. Other entertainment and cultural attractions could build upon the playhouse. A proposed performing arts center would also attract more people downtown.
- Too many absentee property owners are satisfied with the rents they collect and are not willing to update their properties or work with businesses owners to upgrade downtown Covina.

- Downtown Covina needs a high-end food retailer downtown and/or other high profile anchor store. Downtown also needs a better and more diverse mix of stores to attract visitors (entertainment and dining venues) and provide more opportunities for local residents to shop for their personal needs.
- Small, locally owned businesses are important to the downtown's future, and these business owners should remain a vital part of downtown redevelopment.
- Downtown businesses serving local residents should be within easy walking and biking distance.
- Businesses downtown should cater to customers with different incomes, which would make a more resilient downtown.
- More housing is needed downtown to support revitalization, but this housing needs to be a mix of market-rate and affordable housing, not just senior housing. Young families, particularly those without children, would be the primary target group for market-rate downtown housing and mixed-use projects.
- Specific areas/corridors where redevelopment potential has been identified include:
 - The area along Front Street for mixed-use residential and commercial development, particularly near the Metrolink station;
 - The area west of Citrus, between Badillo and San Bernardino for mixed-use and another parking structure;
 - College Street, east of Citrus;
 - Citrus Avenue, between Badillo Street and north of San Bernardino Road;
 - First Street, between Italia and College; and,
 - Second Avenue, east to Barranca, and from San Bernardino Road to the railroad tracks.
- Re-configuration of street and circulation system can also increase feasibility by increasing net developable area.

6. Scale and Design of New Development Downtown

- The scale, design, and use of materials in downtown development downtown should be consistent and compatible with the character of downtown.
- Residential structures should have their fronts facing outward, toward the street, which facilitates community interactions. This orientation also helps retailers by creating more pedestrian traffic on the sidewalk. Downtown housing should be built up to the sidewalk or as close as possible to add life and interest to the streetscape.
- Trees are important for future development, and should not block signs.
- Downtown should have a historic feel, but should also be modernized.

7. Institutional Structures, Policies, and Standards

- Active involvement of the Downtown Association, the Parking Board, and the Covina Chamber of Commerce could help in the revitalization of downtown Covina.
- The difficulty in getting through the City's permit process may be an impediment. The Specific Plan should provide a means to expedite permit approvals through the policies and standards it establishes. The City's standards and permit processes should be

predictable, yet flexible, to accommodate the needs of both existing and new businesses in the downtown area.

- The City should promote its design guidelines for the downtown and develop realistic and flexible development standards. The City should address open space and mixed-use development in the zoning standards and design guidelines for downtown Covina.
- Inclusionary (affordable) housing requirements, if any, should be structured so as not to harm the financial feasibility of the projects.
- Building and Public Works Department plan checking, inspection, and code enforcement could either impede or facilitate downtown revitalization, depending on how these are managed.
- The City needs to take an active role in redevelopment of downtown properties that remain vacant too long. Greater incentives by the City could stimulate private investment in downtown properties.
- The City could better promote restaurants and businesses that are already downtown.

8. Citrus Valley Medical Center

- The City needs to get the Medical Center workers more involved in downtown. There is not much connection currently. The City needs to provide better pedestrian access that could open up downtown to the west side and draw workers from the various medical offices to downtown.
- The City and downtown businesses could make it more convenient for workers to shop downtown by providing better information about local businesses, improve access, and pedestrian flow.
- The Medical Center should expand upward rather than outward to provide development or reuse opportunities that will expand the City's business tax base.
- Emergency access to and from the Medical Center should not be compromised by any development encouraged under the Specific Plan.
- Housing could be constructed above medical office buildings to accommodate workers at the Medical Center.

9. Infrastructure and Public Services

- The maintenance of sidewalks and streets is also a problem. Many sidewalk segments are in poor condition.
- Downtown businesses could benefit from improvements and should help pay. The City needs a long-term mechanism or assessment to fund the maintenance, cleaning, and marketing of downtown. An assessment district or other method of contribution could be detrimental to some downtown businesses, however.
- The Library needs improvement due to a recent fire.
- Downtown Covina lacks enough facilities to support new housing.

10. Historic Preservation

- Historic buildings should be maintained. The City also needs a plan for the renovation and rehabilitation of such buildings.
- The City should establish standards for consistency of new buildings with the design and architecture of historic buildings.
- Downtown does not need to be modernized to be successful. The historic, small town ambience of downtown Covina is part of its attraction.

F. PUBLIC PARTICIPATION PROCESS AND RESULTS

The Specific Plan was drafted in part to enhance the *2002 Downtown Conceptual Master Plan*, which was completed in 2002 by the City but never adopted. The Conceptual Plan was the topic of multiple public meetings and an on-site design charette. The public and interested public agency representatives were invited to assist in identifying opportunities and constraints for downtown development, as well as offer ideas for future development. Current plans were reviewed, where applicable. The public was asked to identify what land uses, building uses, and activity areas should be established in downtown Covina. Various approaches to planning for the future of the downtown were presented to the public participants and evaluated. The results of the various public outreach opportunities included as a part of the Conceptual Master Plan process were incorporated into this Specific Plan.

Public outreach and participation for the Town Center Specific Plan included:

- Stakeholder and public consultation between February and April, 2004, in which the City interviewed interested individuals and representatives of community organizations. The purpose of the interviews was to solicit comments on key issues and concerns that should be the focus of the Town Center Specific Plan and potential policies and solutions to those issues and concerns.
- Ongoing public information about the Specific Plan process and associated documents posted on the City's website. The City's website was also used as a vehicle for encouraging ongoing public discussion and comments on the Specific Plan.
- Information in the City's newsletter and other communications with the public.
- Flyers distributed at public events, such as the Orange Blossom Festival.
- A public workshop conducted in May 2004 (joint City Council-Planning Commission study session) on proposed land use and circulation conceptual alternatives. This workshop resulted in a consensus among the City Council and Planning Commission members for a focused activity area approach to downtown revitalization. This approach will build upon, and expand, existing activities in the downtown area, but will also encourage mixed-use development where no particular focus of activity is desired or necessary.
- A Planning Commission public hearing on a draft Specific Plan, conducted in July 2004.
- Planning Commission and City Council public hearings on a final Specific Plan, conducted in September 2004.

G. STATUTORY AUTHORITY AND REQUIREMENTS

Under California Law (Government Code §65450 through 65457), cities may use specific plans to establish development policies, programs, and regulations to implement the adopted General Plan. Specific plans are established for the systematic implementation of the General Plan for all or part of the area covered by the General Plan. Specific plans describe not only the existing and proposed land uses and distribution of those land uses, but also specify standards and criteria for how land use development will proceed, and provide mechanisms for development of necessary infrastructure and financing to accommodate the proposed land use development. Legally adequate specific plans must include all of the following:

- Text and a diagram which specifies the distribution, location, and extent of the uses of land, including open space, within the area covered by the plan.
- Text and diagrams showing the proposed distribution, location, and extent and intensity of major components of public and private transportation, sewage, water, drainage, solid waste disposal, energy, and other essential facilities proposed to be located within the area covered by the plan and needed to support the land uses described in the plan.
- Standards and criteria by which development will proceed, and standards for the conservation, development, and utilization of natural resources, where applicable.
- A program of implementation measures including regulations, programs, public works projects, and financing measures necessary to carry out the aforementioned requirements.
- A statement of the relationship of the specific plan to the general plan.

The Covina Town Center Specific Plan provides for each of these statutory requirements, as well as additional information and detail necessary to fulfill the vision of the residents of Covina for development and maintenance of downtown.

1. Projects Required to be Consistent with Specific Plan

All new construction, rehabilitation, demolition, and other land use activities within the town center must be consistent with the policies and intent of the Town Center Specific Plan. All proposed projects within the boundaries of this plan must be reviewed for consistency with this plan, and no projects or proposals shall be approved unless they are found to be consistent within the policies and intent of this plan.

2. General Plan Consistency

Under Government Code 65454, specific plans and specific plan amendments are required to be consistent with the adopted general plan. All land use designations, policies, and procedures set forth in this plan are intended to help implement the vision and intent of the Covina General Plan, and the documents are internally consistent.

H. REGULATORY CONTEXT

1. Relationship of Specific Plan to Other Local/Regional Plans and Regulations

The Town Center Specific Plan is an implementation document for those parts of the Covina General Plan that relate to the downtown area. The Specific Plan is subordinate to, and must be consistent with, General Plan policies. Policies applicable to downtown Covina are summarized in sections A and B of this Chapter.

The Specific Plan must also be consistent with the redevelopment project area plans for Project Area 1, Project Area 2, and Downtown Annex, which are included wholly, or partly, within the Town Center Specific Plan Area. The project area plans focus on tax increment revenues, Redevelopment Agency activities, and public improvements. These plans do not dictate land use or development standards.

Regional plans that may affect Specific Plan policies or implementation include:

- The Southern California Association of Governments (SCAG) 2000 Regional Housing Needs Assessment, a housing allocation that assigns a share of the region's housing needs to the City of Covina. The Specific Plan provides an opportunity to identify the potential for affordable housing that can meet a portion of the City's regional share of future housing needs for all income groups. Between 1998 – 2006, Covina's regional share of housing is 100 dwelling units.
- The Regional Transportation Plan (RTP) and RTP Improvements Program, adopted by the Southern California Association of Governments. The RTP is a long-range transportation plan that looks ahead 20 or more years and provides a vision for the future of the SCAG region's multi-modal transportation system. The Regional Transportation Improvement Program (RTIP) is a capital listing of all transportation projects proposed over a six-year period for the SCAG region. The projects include highway improvements, transit, rail and bus facilities, high occupancy vehicle lanes, signal synchronization, intersection improvements, and freeway ramps. The Town Center Specific Plan in consideration of public transit and other regional transportation improvements affecting the downtown area.

2. Description of Relevant Policies/Regulations and Relationship to the Specific Plan

The General Plan, through its six elements, establishes policies for private and public land uses other activities within Covina. Many of the policies and associated implementation measures are relevant to the Town Center Specific Plan (refer to Chapter IV of this Specific Plan). The updated Covina General Plan (2000) contains two specific policies directly related to downtown revitalization: Policies 10 and 18 under Goal 3. These policies state:

Policy 10. Pay particular attention to the special needs and character of the downtown, continue appropriate economic revitalization, physical enhancement, and use refinement

activities that will attain a greater variety of retail businesses, attract more people, and generate more sales tax and overall vitality, and consider incorporating mixed uses within an “urban village” or livable cities concept, including residential on top of commercial, to bolster social and economic activity to best exploit Metrolink Commuter Train Station proximity, to provide needed housing, and to reduce vehicular trips.

Policy 18. Develop a town Center/Downtown Specific plan to provide the City with a viable, comprehensive blueprint for making land use, traffic, parking, and redevelopment decisions in light of the district’s unique features, uses, and infrastructure, historic, resources, and circulation network.

I. SPECIFIC PLAN CONTENTS

The Town Center Specific Plan contains seven major chapters, as well as several appendices. The seven chapters provide the complete plan for the implementation of the City’s vision for downtown Covina. The plan focuses on establishing policies and procedures to promote the town center as a thriving, mixed-use downtown with a variety of activity areas, centering around established and planned uses. The plan establishes activity areas focused on retail commercial, medical, institutional, residential, and mixed-use areas. The organization of the Specific Plan is as follows:

Chapter I: Executive Summary

The Executive Summary provides an overview of the Specific Plan and its contents, including each of the Plan’s seven chapters.

Chapter II: Introduction

The Introduction sets forth the location, context, setting, and legal requirements of the Specific Plan. It also includes a summary of the public participation elements of the plan, as well as the vision and guiding principles set forth during the planning process.

Chapter III: Existing Physical and Socio-Economic Conditions

The Existing Physical and Socio-Economic Conditions chapter describes the geography, demographics, and economy of the town center area, including identification of opportunities and constraints related to the revitalization and redevelopment of the area.

Chapter IV: Policy and Regulatory Context

The Policy and Regulatory Context chapter of the Town Center Specific Plan sets forth the existing regulations governing development and activity within the Specific Plan Area, including relevant portions of the General Plan and Specific Plans. The chapter also addresses zoning, subdivision, and design guideline issues relevant to development of properties within the Plan area.

Chapter V: Land Use and Circulation Plan

The Land Use and Circulation Plan chapter of the Specific Plan sets forth the land use designations for properties within the Plan area, including development and design regulations for new, rehabilitation, and infill development. This chapter also includes the circulation plan for the area, including vehicular, pedestrian, and transit routes and policies.

Chapter VI: Infrastructure and Services Plan

The Infrastructure Plan sets forth the plan for the maintenance, improvement, replacement, and alteration of infrastructure necessary to support the uses set forth in Chapter V of the Specific Plan.

Chapter VII: Implementation and Administration

The Implementation and Administration chapter sets forth the regulatory framework for implementation of the Plan and its goals, including methods for updating and amending the plan, establishment of timeframes and responsibility of tasks and improvements, phasing, cost sharing, and information relative to the environmental determination for adoption of the Plan.

III. EXISTING PHYSICAL AND SOCIO-ECONOMIC CONDITIONS

As a Chapter

As a Chapter



CHAPTER III

EXISTING PHYSICAL AND SOCIO-ECONOMIC CONDITIONS

III. EXISTING PHYSICAL AND SOCIO-ECONOMIC CONDITIONS

A. OVERVIEW

Downtown Covina and the surrounding neighborhoods are characterized by diverse land uses, including commercial retail and office, light industrial, civic and public uses, a medical center and medical offices, parks, single-family residences, and multi-family residences. Most lots are small and narrow, although there are several large parcels (primarily public and institutional land uses).

The core of downtown Covina is the four blocks along Citrus Avenue between Badillo Street and San Bernardino Road. These blocks serve as the central retail and service district for the downtown area. Civic (City, federal, and State) and institutional land uses are concentrated between Citrus Avenue, College Street, Second Avenue, and San Bernardino Road. Medical facilities and support services, including the Citrus Valley Medical Center (Inter-Community Campus), are concentrated east of Citrus Avenue, between San Bernardino Road, Fourth Avenue, Badillo Street, and Third Avenue.

Retail uses are concentrated along the major roadways in the downtown, including Citrus Avenue and Badillo Street. Industrial land uses and buildings are located on both sides of the railroad line north of San Bernardino Road. Residential development is predominant north of the railroad line, west of Covina Park, east of First Avenue, and south of Center Street. Multi-family residential development exists along primary and secondary arterial streets. Office development consists mostly of medical/dental offices in the southwestern portion of downtown and City offices along Citrus Avenue and First Avenue.

Four parks are within or adjacent to Downtown Covina: Civic Park, Covina Park, Edna Park, and Kelby Park.

Major arterials in the downtown area include San Bernardino Road and Badillo Street, which are oriented east to west, and Hollenbeck Avenue, Citrus Avenue, and Barranca Avenue, which are oriented north to south. Citrus Avenue is the focus of the City's downtown business district. Second Avenue serves as a secondary arterial street within the downtown area and an alternative north-south route to Citrus Avenue. Narrower local streets combine with these major arterials to form a modified grid pattern.

Downtown Covina is served by regional bus system (Foothill Transit) that covers the San Gabriel Valley and the Metropolitan Transportation Authority (Metro) that operates bus and commuter train services (Metrolink). Foothill Transit operates a fixed route along Citrus Avenue with connections to other fixed routes and minibuses provided by the City of Glendora between Glendora and the Metrolink station. Metrolink connects downtown San Bernardino and Union Station in Los Angeles. One of the Metrolink stations is located just north of downtown Covina near Citrus Avenue. Metro also operates one bus route with stops along Badillo Street just south of downtown Covina. The City of West Covina operates an express route between the Metrolink station and West Covina.

The City of Azusa also has a mini-bus line that connects points in Azusa to the Metrolink station in downtown Covina.

Several surface parking lots are located downtown. Two “park-and-ride” lots for the commuter train are located near the intersection of San Bernardino Road and Citrus Avenue.

Covina’s downtown and surrounding area is arranged with a grid street pattern to form a compact, pedestrian-friendly environment. Throughout its history, Covina’s major civic, cultural, religious, and trading buildings were either built on Citrus Avenue or sited within of short walking distance of Citrus Avenue. One- and two-story buildings built at the property line comprise the main street and historic center. Buildings exhibit a wide variety of architectural styles, height, and façade materials. The downtown’s street furniture, trees, sidewalk design, paving materials, lighting, and design components of storefronts contribute to the pedestrian-friendly environment.

Detailed environmental information is available in the Draft EIR and Final EIR for the Specific Plan. The Specific Plan Area is a developed, urban environment completely surrounded by urban development, and as such is free of rich biological habitat and other sensitive environmental features. Noise sources include the rail line located north of San Bernardino Road, and the major arterial roadways. Earthshaking is common and potentially severe. Sewer constraints require upgrades to implement the Plan.

Most City government and public agency facilities located in Covina are located within the Town Center Specific Plan Area. Public services available include parks and recreational services, social support and service agencies, library, historical museum, the full range of City services at City Hall, senior support services, police and fire services, postal service, and others.

Downtown infrastructure includes public parking lots, roadways, water and sewer lines, electricity and cable, and stormwater collection and conveyance facilities. Many water lines in downtown Covina are either 50 years in age or older, or are of less than eight inches in diameter, which is considered an insufficient size to accommodate substantial new growth. Hydrants are located throughout the downtown. Backflow devices would be required with significant renovation of large older buildings or construction of new larger buildings. As of the drafting of the General Plan, Sanitation District officials indicate that there are no apparent problems with providing service to Covina. However, the age of many sewer lines in the downtown area and their capacity to handle a significant increase in demand from higher-intensity land uses may pose a constraint downtown revitalization if not addressed. The stormwater collection and conveyance system was recently upgraded for the downtown, and there are no existing substantial flooding issues.

Figure III-1 shows existing land uses in the downtown area. Figure III-2 shows census tract and block group boundaries used for much of the demographic analysis.

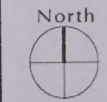


Legend

- Specific Plan Boundary
- Railroad - Metrolink/Union Pacific

Existing Land Use

- Single-Family
- Multi-Family
- General Commercial
- Medical
- Office/Financial
- Light Industrial
- Automotive Industrial/Dealership
- Civic/Public Facility/Utility
- Park
- Public Parking
- Private Parking
- Institutional
- Vacant



0 125 250 500 750 1,000 Feet

Figure III-1
Existing Land Use (2004)

COVINA TOWN CENTER SPECIFIC PLAN



- Legend**
- Specific Plan Boundary
 - Parcels
 - Census Block Groups
 - Census Tract Boundaries

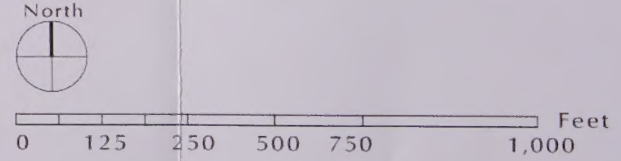


Figure III-2
**Census Tracts and Block Groups
in Downtown Covina**
COVINA TOWN CENTER SPECIFIC PLAN

B. EXISTING PHYSICAL CONDITIONS

1. Land Uses and Circulation

The predominant land uses in downtown Covina include retail, office, medical, institutional, and public/civic uses, as well as several at-grade parking lots (Table III-1). Though the downtown is surrounded by single-family residential development, little residential development is currently mixed in with the civic and commercial uses that comprise most of the core downtown area. While 31 percent of occupied housing units in the city are multi-family units, currently, there are more single-family residential homes near the downtown than multi-family housing units.¹

Commercial establishments downtown are mostly locally-owned specialty retail, retail banks, medical and dental offices, and light industrial plants. Though most of the downtown commercial establishments are not part of a franchise arrangement, many of the properties in downtown Covina involve out-of-town ownership. Recent property sales illustrate this pattern. Approximately 60 percent of the non-residential properties sold in the downtown between 1999 and 2003 involved purchasers with non-Covina addresses.

a. Land Use Types

Commercial Retail

Downtown Covina has mostly locally-owned retail establishments, including both visitor-oriented establishments, such as restaurants and coffee shops, as well as retail establishments primarily visited by local residents. Much of the retail development downtown is aligned along Citrus Avenue. Citrus Avenue, between Badillo Street and San Bernardino Road, consists of mostly one- and two-story buildings on lots

Table III-1
Existing Land Uses in Specific Plan Area

Existing Land Use	Acres	Percentage Representation
Automotive Industrial	11.9	7.6%
Institution	10.2	6.5%
Financial	4.4	2.8%
General Commercial	11.1	7.1%
General Industrial	14.1	9.0%
Multi Family	1.4	0.9%
Medical Office	15.0	9.6%
Office	3.1	2.0%
Public Facility	12.8	8.2%
Private Parking	12.5	8.0%
Park	12.2	7.8%
Public Parking	4.9	3.1%
Single Family	4.5	2.9%
Vacant	1.7	1.1%
Subtotal, Parcels	119.8	76.8%
Public Rights-of-Way	32.1	20.6%
Railroad Right-of-Way	4.1	2.6%
Total	156.0	100.0%



¹ U.S. Census Bureau. 2000 Census Summary Tape File 3.

approximately 30- to 60-feet wide and approximately 80- to 100-feet deep with, little or no building setbacks. Awnings and other projections are typical along Citrus Avenue. Many of the buildings have historic and/or architectural significance.

Auto dealerships are also currently located downtown. The largest auto dealers are located southwest of the Metrolink station, along San Bernardino Road. One dealership is located at the southwestern intersection of San Bernardino Road and Citrus Avenue, and another larger facility occupies more than one city block northwest of the intersection of San Bernardino Road and Citrus Avenue. Retail establishments are diverse in type and size. The following types of retail establishments are located downtown:

- Antiques/Collectibles
- Apparel/Fashion
- Art Galleries/Supplies
- Automotive
- Banking
- Books
- Entertainment
- Furniture/Home Furnishing/Appliances
- Photographic Equipment/Studio/Graphic Art
- Music
- Pharmacy
- Gifts/Confectionary/Flowers
- General Merchandise/Hardware
- Hobby/Party Supplies
- Jewelry
- Restaurant/Cafe
- Personal Services



Downtown supports a significant number of automobile-related retail and service businesses, including new and used car sales, as well as several antique and collectible stores. Most retail establishments located downtown are not part of a franchise arrangement, and most are specialized – providing one type, or a limited range of, products or services. Most retail establishments in the downtown occupy an entire building, rather than being located in a building with other businesses or residential units.

Commercial properties in downtown Covina, as evidenced by recent sales of non-residential property downtown since 1999, have a large range in value – properties in the past four years have sold for between \$3 and \$148 per square foot (Table III-2). The median per square foot value of commercial lots (including offices) is \$15 and the average is \$22. Appraisals conducted on behalf of Covina's Redevelopment Agency find that property values for smaller parcels in the heart of

Table III-2
Commercial Property Values in Downtown Covina

Statistic	Value per Square Foot, Commercial Lot
Mean	\$22
Median	\$15
Minimum	\$3
Maximum	\$148
Count	58

Source: Real estate data downloaded from Dataquick, 2004.

downtown are in the range of \$24 to \$26 per square foot, excluding the value of tenant improvements.

Medical, Commercial, and Public Offices

Medical office buildings are located near the hospital along College Street and Badillo Street. Three banks are located near the intersection of Second Avenue and Badillo Street. Other than these medical offices, downtown Covina does not have a large percentage of businesses located in office buildings compared to other downtowns.

Industrial

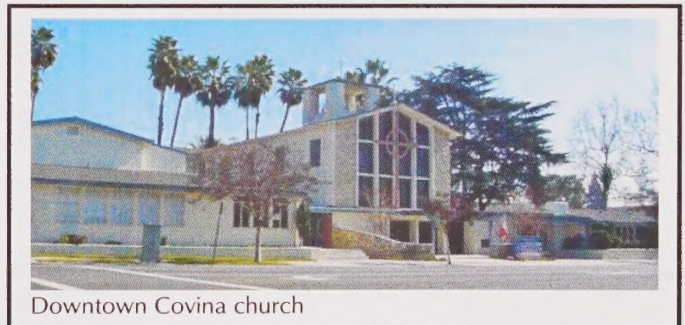
Downtown Covina has many industrial properties along the rail line used by the Metrolink trains. Many of these industrial sites are either vacant or underutilized. Many other formerly industrial properties now contain warehouse or wholesale retail uses. Industrial properties are predominant on both sides of the rail line between Citrus Avenue and Barranca Avenue in the Specific Plan Area. North of the rail line, industrial uses border single-family homes.



Industrial properties near rail line

Public/Civic

City offices are located in the block bounded by San Bernardino Road, First Avenue, School Street, and Citrus Avenue, as well as near the intersection of College Street and First Avenue. City Hall is located between College Street and Italia Street, and between Citrus Avenue and Second Avenue. A fire station and police station are located near the intersection of School Street and Second Avenue, just north of City Hall. A U.S. Postal Service office is located near the intersection of College Street and Second Avenue. A City library is located near the intersection of Italia and Second Avenue.

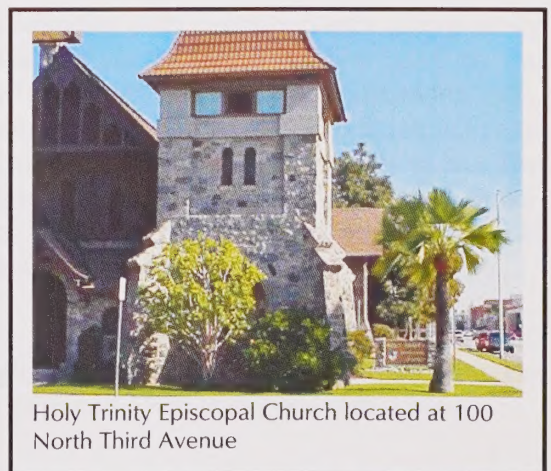


Downtown Covina church

Religious/Institutional

Approximately 16 churches and other institutions are located within the Specific Plan Area. These institutions are primarily located south of San Bernardino Road and north of Center Street. A cluster of churches is located close to the downtown area along Citrus Avenue, Second Avenue, Third Avenue, and School Street.

Religious and institutional land uses in the Specific Plan Area include Holy Trinity Episcopal Church, Christ First Baptist Church of Covina, Covina Masonic Temple, Lifeway Church, Faith Grace Chinese Fellowship, First Presbyterian Church, Covina First South Baptist and the Christian Science Reading Room.



Holy Trinity Episcopal Church located at 100 North Third Avenue

Medical Center

The Citrus Valley Medical Center is located between West San Bernardino Road and West College Street, and between North Third and North Fourth Avenue in the western part of downtown Covina. The facility includes a clinical laboratory and a pharmacy, and offers dental services, dietary services, occupational therapy, physical therapy, podiatry, social work services speech/language pathology, therapeutic recreation, and diagnostic x-ray services, in addition to physician services.

Single-Family Residential

Residential land uses in Covina are comprised primarily of single-family structures, which represent approximately 65 percent of the overall housing stock (Table III-3).² As would be expected of a suburban community, Covina has a higher proportion of single-family development than Los Angeles County. The downtown has a higher portion of housing in single-family structures than the City as a whole – most of it being detached housing.



Table III-3
Housing Stock Downtown, Comparison Areas¹

Housing Type	County	City	Downtown
Single-Family	56%	65%	67%
SF Detached	49%	57%	62%
SF Attached	7%	8%	5%
Multi-Family	42%	31%	31%
Mobile Home	2%	4%	2%

Source: U.S. Census Bureau, 2000.

¹ Downtown data is for census tract 4061.01, block groups 1, 2, and 3, which include areas outside the Town Center Specific Plan. Block level data is not available.



Downtown Covina is surrounded on all sides by neighborhoods with predominantly single-family residential uses. These residential areas are generally located north of the rail line used by the Metrolink commuter train, east of First Avenue, south of Center Street, and west of Covina Park. The residential area north of the rail line is comprised of single-family homes at approximately five to six units per acre on lots approximately 125 feet deep and approximately 60 to 70 feet wide. The residential area east of First Avenue and south of San Bernardino Road consists of mostly single-family residential development, but has more of a mix of land uses than the area north of the rail line. Homes here are developed at a density of approximately 6.5 units per acre.

The western half of the block bounded by Orange Street, Citrus Avenue, Cottage Drive, and Third Avenue is occupied with approximately 10 historic single-family homes. The mean construction date for all single-family homes sold in downtown Covina between 1999 and 2003 was 1946.

² California Department of Finance web site, <http://www.dof.ca.gov>.

A mobile home park is located on the east side of Curtis Avenue between Front Street and San Bernardino Avenue in an area where vacant and underutilized industrial land uses are predominant.

Sales prices for single-family homes have dramatically increased for properties in downtown Covina, as has been the case for many California communities over the past several years. The median sales price of \$182,000 in 1999 had risen by approximately 75 percent to \$319,000 in 2003, according to the Dataquick real estate transaction database (Table III-4). The trend toward higher prices was also observed for the City of Covina as a whole – with median sales prices increasing approximately 15 percent per year between 1999 and 2003. Single-family home sales prices in downtown Covina were higher than in the City as a whole for all years between 1999 and 2003, except in 2002, when median sales prices were approximately two percent higher than in the downtown.



A new detached housing unit in the downtown area would cost approximately \$184 to \$187 per square foot to construct, town home style for-sale housing would cost approximately \$154 to \$158 per square foot; and condominium style for-sale housing would cost approximately \$148 to \$152 per square foot.³ A new home in or near downtown Covina can expect to sell for the high \$200,000s for an entry level town home or condominium to over \$500,000 for a single-family “move-up” home.

Table III-4
Median Single-Family Home Sales Price, 1999-2003, Downtown Covina¹

Geographic Area	1999	2000	2001	2002	2003
Downtown Covina	\$182,000	\$196,000	\$225,000	\$242,000	\$319,000
Covina	\$177,000	\$189,000	\$215,000	\$247,750	\$293,000

Source: Dataquick real estate database, 2004.

¹Includes the approximate area of the Town Center Specific Plan

Multi-Family Residential

Approximately 31 percent of housing units in Covina are in multi-family structures.⁴ Multi-family development in the vicinity of the Specific Plan Area is focused in the area bounded by San Bernardino Road, San Jose Avenue, School Street, and First Avenue on the eastern side of the Specific Plan Area. Additional multi-family development exists along Badillo Street east of Second Avenue and north of San Bernardino between Valencia Place and Fifth Avenue. Multi-family development is also located north of Kelby Park near the intersection of Cypress Street and Barranca Avenue.

³ Southern California Council of Governments. *Site Study #10, City of Covina Park Avenue*. March 2003.

⁴ California Department of Finance web site, <http://www.dof.ca.gov>.

Rents in the downtown average approximately \$620 for a studio apartment, \$800 for a one-bedroom apartment, \$1,100 for a two-bedroom apartment, and \$1,400 for a three-bedroom apartment, according to a rental survey conducted in March of 2004. According to the 2000 Census, Covina renters generally devote a lower portion of their monthly income to housing than is the case for households in Los Angeles County as a whole (Table III-5). Rental housing in the downtown area is more affordable than in the city as a whole.

Table III-5
Median Gross Rent as a Percentage of Monthly Income¹

Geographic Area	Less than 30	30.0 to 34.9	35.0 to 39.9	40.0 to 49.9	50.0 or Greater
Los Angeles County	51%	8%	6%	8%	22%
Census Tract 4061.01	56%	11%	8%	8%	13%
Block Group 1, Census Tract 4061.01	48%	14%	10%	6%	16%
Block Group 2, Census Tract 4061.01	65%	5%	7%	9%	14%
Block Group 3, Census Tract 4061.01	57%	8%	17%	8%	9%
Covina	55%	10%	5%	8%	18%

Source: U.S. Census Bureau, 2000.

¹ Block level data for the Town Center Specific Plan are is not available.

Covina in 2000 had a low rental vacancy rate (Table III-6). More than half of the vacant units in downtown Covina were rental units. For Block Groups 1 and 2 in Census Tract 4061.01, which represent the largest portion of the housing in the Specific Plan Area, 57 and 50 percent of the vacant housing units respectively are rental housing (see Figure III-2 for illustration of Census Tract and Block Group boundaries in the downtown). The predominant residential type in Block Group 3 is owner-occupied, single-family housing.

Table III-6
Housing Units and Vacancy

Geographic Area	Housing Units	Owner Occupied	Renter Occupied	Vacant Units	Vacant Rental Housing
Los Angeles County	3,270,909	46%	50%	4%	41%
Census Tract 4061.01	1,172	45%	51%	4%	40%
Block Group 1, Census Tract 4061.01	210	33%	60%	7%	57%
Block Group 2, Census Tract 4061.01	320	21%	74%	5%	50%
Block Group 3, Census Tract 4061.01	306	66%	31%	3%	0%
Town Center Specific Plan Area ¹	141	9%	83%	8%	55%
City of Covina	16,364	57%	41%	2%	42%

Source: U.S. Census Bureau, 2000.

¹Includes only those blocks completely within the Town Center Specific Plan boundaries

Parks

Four City parks are located in or near downtown Covina. Three of the parks located between the downtown and surrounding residential neighborhoods (see park summary in Table III-7). Covina Park is an approximately 10-acre park developed with a variety of recreational facilities. Edna Park is comprised of approximately 1.5 acres alongside the railroad tracks just west of the Metrolink Station. Kelby Park, approximately nine acres in size, is located along Barranca Avenue just north of the downtown. Civic Park, approximately two acres in size, is located adjacent to the police and fire station on Citrus Avenue between San Bernardino Road and School Street.

Table III-7
Existing Parks in or Near the Town Center Specific Plan Area

Park	Location	Acreage	Amenities
Parks Within Specific Plan Area			
Civic Park	400 N. Citrus Ave.	2	Picnic tables and benches
Covina Park	Fourth Ave. and Badillo St.	10.2	Aquatic center, barbeques, band shell, baseball fields, basketball courts, community buildings, horseshoe pits, playground, picnic tables, restrooms, and benches
Parks Outside, But Near, the Specific Plan Area			
Edna Park	220 W. Edna Pl.	2	Picnic tables and benches
Kelby Park	815 N. Barranca Ave.	9	Barbeques, community buildings, horseshoe pits, picnic tables, restrooms, and play equipment.

Source: City of Covina Park Reference Guide.

b. Existing Circulation System

Roadways

The San Gabriel Valley has many freeways, including San Bernardino (I-10), Foothill (I-210), Pasadena (SR-110), Orange (SR-57), Pomona (SR-60), Chino Valley (SR-71), San Gabriel River (I-605) and the Long Beach (I-710) freeways. Covina is served by Highway 39 and the San Bernardino Freeway, which is oriented east to west and passes through the southeastern portion of the city.

Downtown Covina is served by several primary and secondary roadways, including Barranca Avenue, which is located along the eastern boundary of the Specific Plan Area; Citrus Avenue, which is the historic center of the city and is located in the central portion of the



Citrus Avenue and Badillo Street in downtown Covina.

Specific Plan Area; Hollenbeck Avenue, which is oriented north to south along the western side of the Specific Plan Area; and, Badillo Street, which is oriented east to west and located on the southern side of the Specific Plan Area (see Figure III-3).

Most of the streets within the Specific Plan Area are collector or local streets designed to serve adjacent and nearby properties and provide internal circulation for the area. Although designated a collector street, San Bernardino Road does serve non-local traffic passing through Covina because it connects to other secondary and primary arterials roads in Covina and neighboring cities.

There are three secondary arterial streets within, or bordering the Specific Plan Area: Citrus Avenue, Second Street, and Badillo Street. Secondary arterial streets carry moderate to high traffic volumes within the community and carry that traffic to primary arterials and freeways, provide access to adjacent properties, and, to a lesser extent than primary arterial streets, carry regional traffic through Covina.

Bicycle Routes

Covina has approximately 3.5 miles of bicycle routes on portions of various primary and secondary arterial streets, including Lark Ellen, Hollenbeck, Grand Avenue, and Badillo. Approximately one mile of dedicated bicycle lane has been installed on a portion of Glendora Avenue, between Badillo and Arrow Highway. The Class III bicycle route along Badillo Street includes that portion of Badillo that runs through the Specific Plan Area. This route is posted but does not contain a dedicated bicycle lane.

Bicycle and Pedestrian Facilities

Downtown streets, as well as almost all other primary and secondary arterials and smaller streets, are aligned with sidewalks, including those along Citrus Avenue, Badillo Street, College Street, Cottage Street, and San Bernardino Road. Covina has a small network of bicycle adjacent to roadways, including along Hollenbeck and Badillo Street.

Alleys

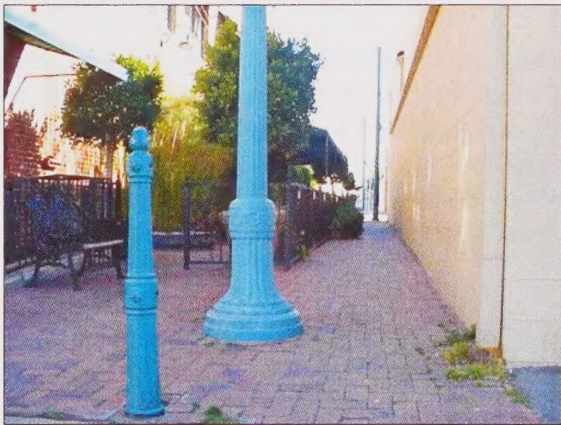
Downtown Covina and areas adjacent to downtown are served by a system of alleys, some of which have been improved by the City as pedestrian alleys (see below). Alleys serve most, but not all, blocks within the Specific Plan Area and run both north south and east west. Most of the alleys are used by commercial service vehicles and motorists using surface parking.



This unimproved alley is located off School Street one block east of Citrus Avenue next of the Tazza Café contains a mural and other artwork

Pedestrian Alleys

Covina's downtown street environment also includes pedestrian alleys and landscaping features. Alleys provide important access points for pedestrians. The service opportunities and separation provided by alleys improves the overall access of streets, and enhances the use of the side and back of buildings. Four pedestrian alleys are located in downtown Covina; two are located west and east of Citrus Avenue, off Cottage Drive. Access is provided to Citrus Avenue to a rear public parking lot. Aesthetic amenities include brick sidewalk, bollards, benches, planters, and decorative street lamps. The alley also provides additional access and exposure for the Citrus Grill. Another pair of alleys is located west and east of Citrus Avenue, north of Badillo Street. Access is provided from a rear public parking lot to Citrus Avenue. Decorative bollards prevent car access. Other unimproved alleys located within the Covina Specific Plan Area have the potential to become interesting and useful linkage points.



Pedestrian alleys off west Citrus Avenue



Pedestrian alley off east of Citrus Avenue north of Badillo Street

Entryways

There are several important entrances to downtown Covina, located along major roadways at the edge of downtown. The entryways signify that one is passing into downtown Covina, and these locations have symbolic and aesthetic importance. For visitors of downtown, the initial impression of the health and vitality of the area can be conveyed, either successfully or unsuccessfully, by the design and built environment of important entryways. The exact locations of important downtown entryways is subject to debate, and these locations would change as the built environment of downtown and surrounding neighborhoods change. Entryways shown on Figure III-3 include:

- The area along San Bernardino Road on the northwestern side of downtown where the single-family residential uses transition to medical office buildings and automobile dealerships;
- The Metrolink Station on Citrus Avenue north of San Bernardino Road;
- The area along San Bernardino Road where residential uses transition to restaurants and commercial uses;

- The area along Badillo Street on the southeastern side of downtown where multi-family and single-family residential uses transition to banks, churches, and other nonresidential uses;
- The area along Citrus Avenue on the southern side of downtown where residential uses transition to the historic downtown; and,
- The area along Badillo Street on the western side of downtown where residential uses and residences converted to commercial use transition to Covina Park and more intense office uses.

Figure III-3 shows existing circulation elements within the downtown area.

Parking

There are currently 10 City owned/leased surface parking lots located downtown with approximately 555 parking spaces. In addition, street parking exists along several downtown roadways with both parallel and angled alignment.

Private parking lots in the Specific Plan Area cover approximately 489,695 square feet or 11.24 acres. Based on the average density of public parking lots located within the Specific Plan Area, this equates to approximately 1,347 parking spaces. Additionally, approximately 172 parking spaces are provided in association with private businesses according to information from the Los Angeles County Assessor's Office. When taken together, private and public surface parking lots provide 2,074 parking spaces within the Specific Plan Area, not including on-street parking.

Level of Service

The City's General Plan background work included a citywide traffic analysis that identified roadway segments with existing and/or future capacity issues. Traffic congestion is expressed in terms of level of service (LOS) A through F. LOS A represents free-flow conditions and LOS F represents congested forced-flow traffic with "gridlock" at intersections. LOS E and F are considered over capacity. Seven roadway segments are operating over capacity according to standards and assumptions used in General Plan analysis. They include the following roadways in the Town Center Specific Plan Area (Table III-8):

- **Badillo Street**, Third Avenue to Citrus Avenue – LOS E
- **Citrus Avenue**, Badillo Street to San Bernardino Road – LOS E

Nine additional roadway segments are projected to operate at LOS E or F as a result of land use changes envisioned under General Plan assumptions, including the following roadway segments in or near the downtown:

- **San Bernardino Road**, Hollenbeck Avenue to Third Avenue – LOS F
- **San Bernardino Road**, Third Avenue to Citrus Avenue – LOS F
- **Barranca Avenue**, San Bernardino Road to Cypress Street – LOS F

The General Plan further assesses possible measures to improve roadway LOS, mostly discussing the possibility of adding lanes within the existing right-of-way or removing street parking to add capacity. In many instances, street parking is used by downtown residents and businesses, and the removal of such parking would not be acceptable. In other instances, the density of surrounding development and width of right-of-way constrains potential roadway capacity expansion. The

General Plan provides only a generalized sense of LOS and indicates that as development projects are proposed, more detailed traffic analysis would be required.

Recent traffic counts and analysis for 18 intersections in and near the Town Center Specific Plan Area suggest that there are also existing *intersection* capacity problems during peak hour automobile use. Eight of the intersections studied are currently operating at unacceptable Levels of Service (LOS); according to City policy (unacceptable LOS includes E and F). Most unacceptable LOS occurs during the afternoon peak hour (Table III-9).

**Table III-8
Roadway LOS**

Roadway	Segment	Existing Number of Lanes	Existing LOS	Growth Scenario 2010 LOS	Buildout Scenario 2010 LOS
San Bernardino Rd.	Hollenbeck to Third	2, Undivided	A	B	C
	Third to Citrus	2, Undivided	C	D	F
	Citrus to Barranca	4, Undivided	A	A	A
Badillo St.	Hollenbeck to Third	4, Divided	A	B	C
	Third to Citrus	2, Undivided	E	F	F
	Citrus to Barranca	4, Undivided	A	A	B
Hollenbeck Ave.	San Bernardino to Cypress	4, Undivided	B	C	D
Third Ave.	Badillo to San Bernardino	2, Undivided	A	A	A
Citrus Ave.	Badillo to San Bernardino	2, Undivided	E	F	F
Second Ave.	Badillo to San Bernardino	4, Divided	A	A	A
Barranca Ave.	San Bernardino to Cypress	4, Undivided	C	D	F

Source: City of Covina *General Plan*, 1998.

The General Plan assessment of existing and future level of service for roadway segments was calculated on a 24-hour basis, based on the carrying capacity of city streets. The intersection level of service analysis applies to only morning and afternoon *peak-hour* travel. The existing and future congestion issues suggest that substantial roadway improvements and mitigation may be required if the City wishes to maintain current City peak hour LOS standards. Circulation Element Policy 5, Policy Area 5 requires the City to balance the obligation to address traffic deficiencies with the need to accommodate residential and nonresidential growth, community economic development, commercial revitalization, neighborhood preservation, and affordable housing. The distribution of existing and future congestion problems also suggests that transportation planning for future projects downtown should, to the extent feasible, direct and orient traffic to the Barranca north-south corridor rather than Citrus Avenue or Hollenbeck Avenue.

Table III-9
Existing Intersection Volume-to-Capacity Ratio and LOS

Intersection	Peak Hour - A.M.	Peak Hr - P.M.
Signalized Intersections (Volume to Capacity/LOS)		
Badillo/Hollenbeck	0.89/D	0.92/E
Badillo/Citrus	0.90/D	0.96/E
Citrus/College	0.47/A	1.16/F
Citrus/San Bernardino	0.73/C	0.92/E
Citrus/Puente	0.52/A	0.57/A
Barranca/San Bernardino	0.60/A	0.64/B
Barranca/Badillo	0.73/C	0.72/C
Badillo/2nd	0.53/A	0.53/A
San Bernardino/2nd	0.50/A	0.50/A
Citrus/Front	0.32/A	0.44/A
Citrus/Cypress	0.60/A	0.64/B
San Bernardino/Hollenbeck	0.78/C	0.97/E
Unsignalized Intersections (Average Delay/LOS)		
Badillo/Fourth	32.0/D	55.8/F
Barranca/Front	38.0/E	32.6/D
Front/Second	7.77/A	8.45/A
Citrus/Geneva	15.6/C	17.9/C
San Bernardino/Third	18.9/C	37.3/E
San Bernardino/Fourth	20.4/C	27.4/D

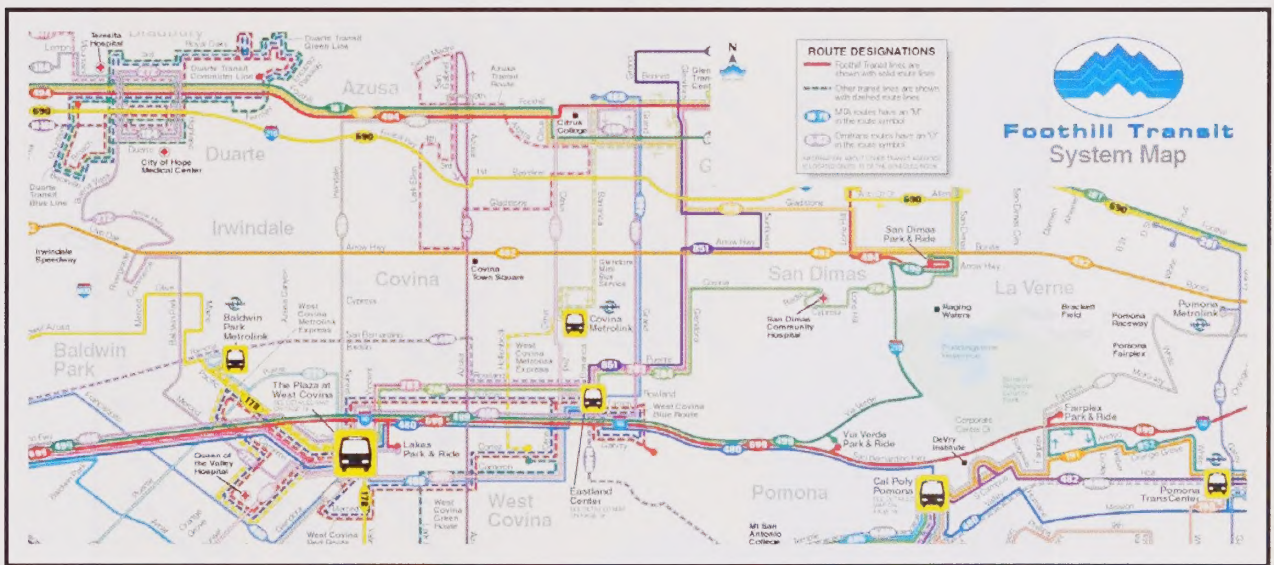
Source: Korve Engineering, Inc. and Weston Pringle & Associates, 2004.



Transit

Downtown Covina is served by one route of the Foothill Transit regional bus system, connecting residents with communities throughout the San Gabriel Valley and beyond (see Figure III-4). The 281 bus route uses Citrus Avenue through the center of downtown Covina, bringing patrons as far south as Rowland Heights. Shuttles from Glendora, Azusa, and West Covina travel through or near downtown Covina to bring riders to the Metrolink Station (the mini-bus service between Azusa and Covina does not travel along a particular route, but has a flexible route that responds to rider needs).

Figure III-4
Foothill System Map in Covina Area



Source: Foothill Transit, 2004.

Downtown Covina is also served by Metropolitan Transportation Authority (Metro), which operates bus and commuter train services (Metrolink). A Metrolink commuter train station, which has been in service since 1994, is located just north of downtown Covina near the intersection of San Bernardino Road and Citrus Avenue. Metrolink connects downtown San Bernardino and Union Station in Los Angeles. The San Bernardino Line is one of six regional commuter routes, which also include the Santa Clarita, Ventura County, Riverside, Orange County, and Inland Empire lines (see Figure III-5). Metrolink is a part of the Los Angeles area's rail transit network, which continues to expand with recent opening of the Gold Line, as well as the Blue Line (to Long Beach), the Green Line (to El Segundo), and the Red Line subway. Metro also operates one bus route with stops along Badillo Street just south of downtown Covina.



Source: Metrolink, 2004

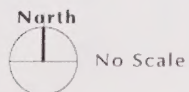


Figure III-5
Metrolink Regional Commuter Lines
COVINA TOWN CENTER SPECIFIC PLAN

2. Built Environment

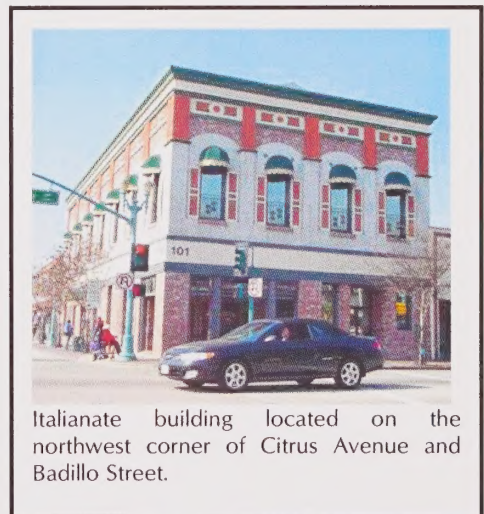
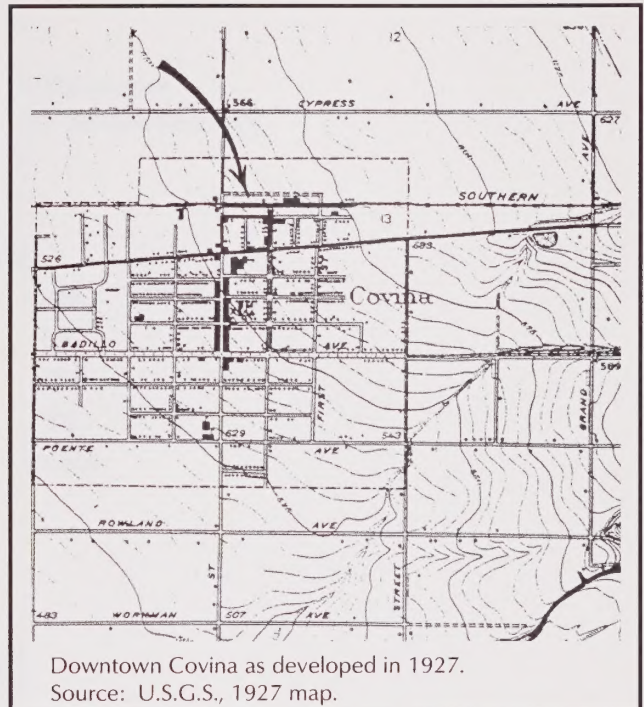
This chapter describes the existing built environment within the Covina Town Center Specific Plan Area. Architectural styles, streetscape, landscaping, pedestrian design features, and other characteristics are described in detail.

a. Built Environment Historical Context

The historic downtown along Citrus Avenue evolved perpendicular to the Pacific Electric's (now Union Pacific) San Bernardino railroad line, which provided a route for the shipment of citrus, cement, oil, gravel, and manufactured products during the early 1900s (see Figure III-6 for potentially historic building locations).⁵ By 1895, with the arrival of the railroad, new commercial construction began along Citrus Avenue.⁶ During the last half of the 1890s, most of the early frame structures downtown had been replaced by two-story brick buildings located adjacent to, or connected to one another.

Covina's downtown and surrounding area has a grid street pattern, forming a compact and pedestrian-friendly downtown. Covina's early civic, cultural, religious, and trading buildings were either built on Citrus Avenue or within short walking distance of Citrus Avenue. Most major city and civic land uses are still located downtown. One- and two-story buildings built at the front property line create a traditional main street atmosphere along Citrus Avenue. Buildings on surrounding streets have a larger front setback area, and the inclusion of off-street parking areas reduces the building mass abutting sidewalks and streets.

The downtown transitions to surrounding stable, attractive single-family residential neighborhoods comprised mostly of 1950s-era homes. Several small, historic bungalows can be found on the periphery of downtown on Third Avenue. Just west of Covina Park is a residential neighborhood with well-maintained homes built between the 1920s and 1950s. Just east of Second Street is another neighborhood with single-family homes also built between the 1920s and 1940s.



⁵ Electric Railway Historical Association of Southern California, Pacific Electric San Bernardino Line. <http://www.erha.org/pensb.htm>. 2004.

⁶ City of Covina. Initial Study for Covina Transit Plaza. August 2001.



Figure III-6
Potential Historical Resources
COVINA TOWN CENTER SPECIFIC PLAN

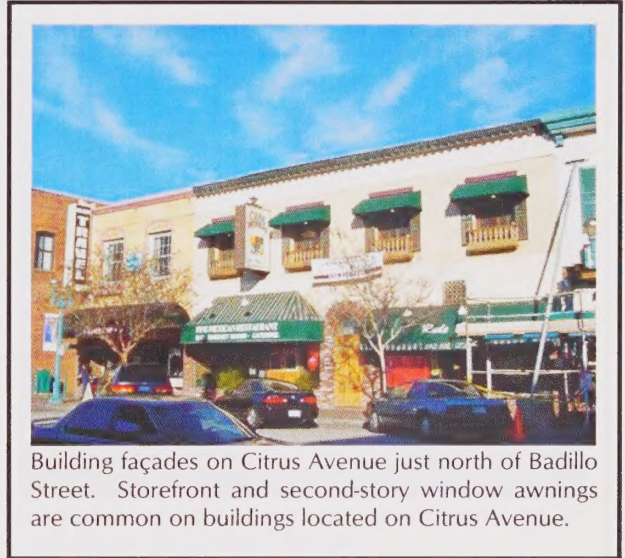
b. Typical Building Types, Styles, Height, Façade Materials

Existing non-residential building designs throughout the Specific Plan Area exhibit a wide-variety of architectural styles, height, and façade materials. Building designs for the primary three-block core main street section of Citrus Avenue are as follows (described from south to north).

Badillo Street to College Street

This southern block of Citrus Avenue contains a collection of primarily two-story buildings, from decorative Italianate architecture to general non-descript storefront façades with minimal architectural features.

On the northwest corner of Citrus Avenue and Badillo Street is a two-story historic building constructed in 1897 with an Italianate architectural style. The building was recently revitalized with façade improvements such as new brickwork, detailed cornice molding, and a very colorful paint job to complement the masonry work. The middle portion of the building is grey stucco with detailed window shutters and dome awnings.



The adjacent three commercial frontage buildings have been modernized over the years, with little in the way of architectural detail. These buildings are one story with varying façade stucco colors. An obelisk-type sign extends an additional 30 feet into the air above the roofline, reminiscent of 1950s and 1960s architectural styles.

The next three buildings are two stories, each displaying a false-front parapet that increases the height of the building. The buildings are made of stucco and bricks. Some of the buildings have large awnings out front or a canopy over the sidewalk.

On the northeast corner of Citrus Avenue and Badillo Street is a two-story building and adjacent theater constructed in 1880 on the same parcel. The theater, at the time of this writing, is being completely renovated. The base of the corner building is made of brick with an elongated dome awning that wraps around the corner of building. The upper story of the building is made of stucco with stepped bricks accenting the top and middle portions.

The three buildings adjacent to the theater are two-story buildings displaying classic Italianate architectural features. Each building is adorned with stylish cornices, brackets, window shutters, large storefront windows, and curved pediments above the upper windows. The next building, separated by an alleyway, has two stories with rather simplistic Italianate architectural features and extensive wood moulding around the storefront windows and recessed entryway.

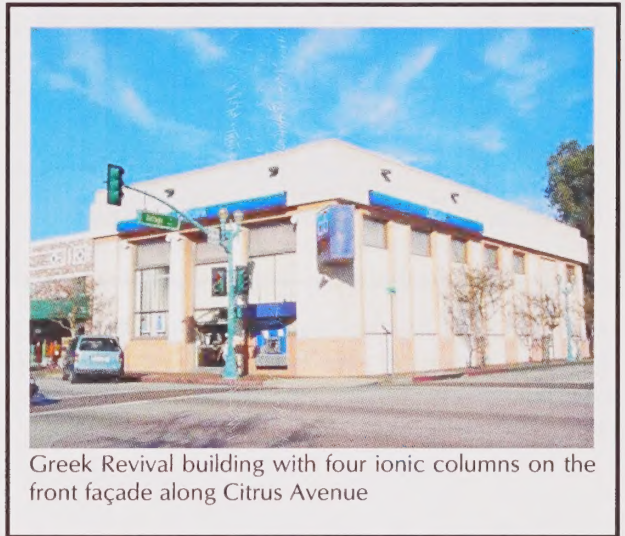
Immediately south of Italia Street on the east side of Citrus Avenue are five storefronts that are smaller, one-story buildings with no features of architectural style or finished materials. Each

building displays a simplistic, flat façade made of stucco, metal, and/or wood paneling. Several of those buildings have an elongated dome awning, while others are made of aluminum.

College Street to Cottage Street/Italia Street

All the buildings on the west side of the street have two stories with false-front parapets extending beyond the actual height of the buildings. The building on the northwest corner of Citrus Avenue and College Street is a beige brick structure displaying simplistic Commercial Romanesque Revival design. Farther north on the west side of the block is a modernistic white and blue building, built in the 1960s, with large arches on the front façade. Adjacent to this building, across a pedestrian alley, is a decorative Italianate building made entirely of brick. The building roofline has a decorative pediment with a clock and cornice.

On the northeast corner of Citrus Avenue and Italia Street is a peach-colored Greek Revival building, built in the 1920s, with iconic columns on the front façade. The building has gone through some modernization and has lost some of its fine architectural details. Adjacent to this building is a one-story brick structure with a large parapet and pediment at the roofline and large awning that stretches across the entire front of the façade.



Covina's City Hall on College Street, just east of Citrus Avenue, is a two-story classic Mediterranean Revival style structure. Although the building has been modernized, the front displays the original architectural façade. The original fire station doors and decorative crest are still located on the building.

Cottage/Italia Street to San Bernardino Road

All the buildings on both the west and east sides of Citrus Avenue are one-story buildings displaying general non-descript storefront façades with minimal architectural features. Most of the buildings have awnings across the length of the façade. Façade materials include stucco and brick.

Surrounding Buildings

Located east and west of Citrus Avenue are modern medical and offices buildings built between the 1950s and 1990s with no significant architectural styles. The buildings range from one story to three stories in height with significantly lower floor area ratios (FAR) than buildings on Citrus Avenue. Located on Third Avenue between Orange Street and Cottage Drive are approximately a dozen historic one-story bungalows constructed between 1900 and 1923. Many of the buildings reflect architectural details of typical California bungalows built during this period.

c. Streetscape

Streetscape is the visual image of the street. Functional elements on the street and sidewalks such as street furniture, trees, sidewalk design, paving materials, lighting, and particular design components of storefronts also help create the streetscape. The pedestrian-scaled, pedestrian-friendly streetscape on Citrus Avenue is distinct from the rest of the Specific Plan Area, as well as the rest of Covina.

Sidewalk Design and Paving Materials

Sidewalks exist along Citrus Avenue, Badillo Street, College Street, Cottage Street, and San Bernardino Road. They are paved with red bricks within the public right-of-way. The brick-paved sidewalks do not extend more than one-half block east or west of Citrus Avenue. All the crosswalks on Citrus Avenue between Badillo Street and the railroad tracks are paved with the same red brick. The red bricks contrast with the street asphalt allowing motorists to visually identify the crosswalks. Pedestrian alleys are also paved with the red brick. Elsewhere in the Specific Plan Area, sidewalks are concrete and about five feet in width.

Street Furniture

The common theme among outdoor street furniture in Covina's downtown is the use of a greenish-blue color on the metal portion of the furniture pieces. The benches, streetlights, trash receptacles, bollards, and street clock all use the same color scheme.

Bollards, which are posts anchored in the ground, separate pedestrian and vehicular traffic at pedestrian alleys and prevent vehicular traffic from entering pedestrian-only alleys. The decorative bollards are also greenish blue.

Benches found throughout downtown are classic wooden benches with cast-iron scrolled sides. Benches found in Covina Park are made of concrete with landscaped planters on either end of the bench.

Street Lighting and Clocks

The streetlights on Citrus Avenue have a historic design and are made of a decorative cast-aluminum base and post with dual acorn-style globes mounted on top. The streetlights allow festive banners to be fixed on them and follow the same greenish-blue color theme. The stoplights are the same style of the streetlights and have the same dual acorn globes mounted on top. There is one functioning street clock located on the west side of Citrus Avenue, just north of Badillo Street. The clock possesses fanciful details similar to the other street furniture, including the color. Several buildings in downtown also have functioning clocks mounted on the façade.



Typical streetscape scene on Citrus Avenue



Storefronts

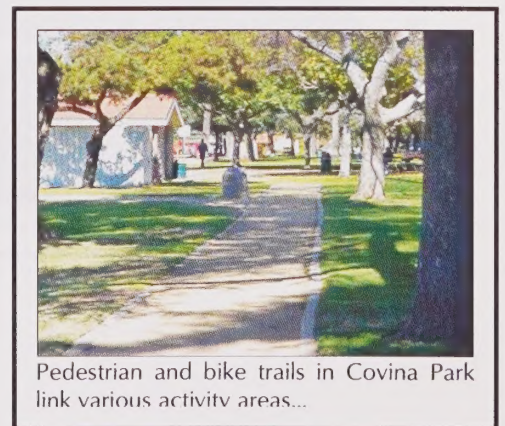
Storefronts have highly varied streetscape elements reflective of the architectural design of the building. Recessed entryways and large storefront windows are common on most of the buildings in downtown. Some storefronts have outdoor seating and dining areas. Either awnings or canopies provide protection from natural elements, and street trees and angled parking buffer pedestrians from street traffic.

d. Landscaping and Street Trees

Park and Landscaping

Parks and open space provide passive greenery in urban areas, providing a refuge from the concrete environment. The four parks within the Town Center Specific Plan Area all provide activity areas, landscaping, trees, and various other amenities. Mature trees provide a canopy of shade and places to play.

Covina Park is one of the largest parks in Covina and is located within walking distance to the downtown area. Covina Park has been recognized as one of the county's preeminent parks for activities. Activities at the park include family summer evening entertainment programs, concert band performances, weekly arts and crafts fair, activities at the aquatics facility, and the annual Festival of Music.



Civic Park is located on Citrus Avenue in front of the Covina Fire Department building. Although smaller in size and more limited in amenities, the park provides decorative benches, picnic tables, and walkways in the heart of downtown Covina. This park provides an opportunity for walking, lunchtime eating, lounging, and visual relief within the urban downtown area.

Downtown Landscaping

Downtown Covina has many examples of coordinated landscape design. Unified street trees, planters near building entrances, benches, and street dining locations work to enhance and soften the streetscape. Planters and trees along Citrus Avenue in the downtown area provide shade and visual interest. Street trees here are evenly spaced. Landscaping along streets and alleys provide a buffer between different uses such as walkways and dining areas. The streets contribute to the strong sense of place exhibited by downtown Covina.



Landscaping next to Citrus Grill dining area at the alley located at Citrus Avenue and Italia Street.



Planters and sculpture at 225 N. Citrus Avenue.



Citrus Avenue south of School Street.

Medical District

Several medical offices are located along Third Avenue, Orange Street, West Cottage Drive, West College Street and the West 200 Block of Badillo Street. Medical facilities include hospitals, doctor's offices, and pharmacies. The buildings in this part of the downtown are newer than those along Citrus Avenue and other more historic parts of downtown, and the architecture, as well as the landscaping reflect more modern styles.

The vegetation in this area is more lush and mature than in the downtown area. Large palm trees provide a pleasant walking environment. In addition, the front and side of large medical facility buildings and many of the small medical offices have large planters, small green belts, and trees. These landscaped front and side setbacks help to soften plain facades and provide visual interest from the sidewalk and road.



Mature palm trees and landscaping in front on East College Street near the Inter-Community Hospital. A grass median and landscaping provide a pleasant pedestrian environment.



Landscaped walkway in front of a small medical/dental office along the 200 block of West Badillo Street.

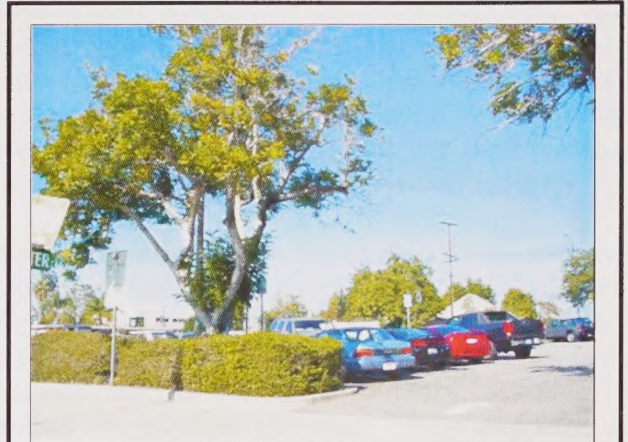


Planters, small green belts and trees help to minimize the large façade of the Citrus Valley Medical Center and provide visual relief from the parking lot.

Landscaping in Parking Lots

The landscaping in Covina's parking lots helps direct traffic, reduce glare, control heat, provide shade, block wind, and reduce stormwater runoff. Landscaping also breaks up monotonous, expansive views and softens blank walls, as shown in the photos that follow.

The majority of parking in the downtown area along Citrus Avenue is street parking and large public parking lots located at the rear of buildings. These parking lots have planted trees, hedges, and small green belts.



This public parking lot off College Drive near Citrus Avenue provides mature trees, hedges and shade.



These trees soften the building façade West of Citrus Avenue and provide very little litter.



Shade trees are provided throughout the Metro rail parking lot producing shade.

3. Environmental Conditions

This Specific Plan was prepared in coordination with an environmental review and assessment process conducted by the City to support an Environmental Impact Report (EIR) for the Town Center Specific Plan. Much more detailed environmental information is available in the Draft EIR and Final EIR for the Plan.

The Specific Plan Area is a developed, urban environment completely surrounded by urban development. Downtown Covina is one of the older developed areas in the San Gabriel Valley, with some of the buildings constructed in the 1890s. The downtown contains many significant and potentially significant historic structures. No known prehistoric archaeological sites are located

within the downtown area.⁷ The downtown was historically surrounded by citrus orchards. The area does not include important habitat for special-status species. The City's urban forest provides habitat for a variety of birds, including the Acorn woodpecker, plain titmouse, scrub jay, and predatory birds.⁸ Soils underlying the area include those of the Hanford association and Ramona-Placentia association, which do not support special-status plant species, but do have certain development constraints. Downtown topography is flat, and there are no surface water features.

Important noise sources include the Metro rail line located north of San Bernardino Road, and the major arterial roadways: Barranca Avenue; Citrus Avenue; Hollenbeck Avenue; and, Badillo Street. Industrial and light industrial properties south of the rail line are sources of noise in the vicinity, though many of the properties have converted to warehouse uses, wholesale retail, or other land uses less focused on on-site manufacturing. Covina, like much of populated southern California, is located in an area (Seismic Zone 4) where earthquakes are relatively common. Older buildings in the downtown may be susceptible to damage should groundshaking occur—especially unreinforced masonry buildings.

Though water supply and conveyance is not a constraint to downtown development, downtown improvements to wastewater collection infrastructure may be required to support substantial additional development. These constraints are discussed in more detail under "Public Facilities and Services."

4. Public Facilities and Services

Many City government and other public agency facilities and service headquarters are located downtown, including:

- City Hall
- Covina Parks and Recreation Department
- City Library
- Joslyn Senior Center
- City Yard
- Police Station
- Fire Station
- Covina Historical Society Museum
- United States Post Office
- State of California Office Building
- Metrolink Commuter Train Station

These facilities are identified in Figure III-7.

Downtown infrastructure includes public parking lots, roadways, water and sewer lines, and stormwater collection and conveyance facilities.

⁷ City of Covina. *Initial Study for Covina Transit Plaza*. August 2001.

⁸ City of Covina. *General Plan*. 1998.

Water

The City provides water to the downtown area and areas to the south, obtaining water from the Metropolitan Water District of Southern California (MWD), which comes from one of two sources: the Colorado River Project and the State Water Project. According to City engineering staff, water lines and supply are sufficient to accommodate current and planned growth. Water infrastructure in the downtown and surrounding area is illustrated in Figure III-8.

Meter reading routes 210, 216 and 226 generally cover the area encompassed by the downtown specific plan. In 2003, commercial uses consumed the most water, followed by multi-family residential use (Table III-10).

Table III-10
Water Consumed in Downtown Covina by Land Use, 2003

Land Use	Annual Consumption (in Acre-Feet)	Number of Meters
Commercial	185.7	264
Institutional	10.6	5
Irrigation/Landscape	1.6	5
Multiple Family	117.3	129
Single Family	456	983
Total	771.2	1386

Source: City of Covina, 2004.

Downtown Covina is served by a looped network of distribution lines, some of which were installed more than 50 years ago, and a few of which were recently upgraded. Hydrants are located throughout the downtown. Backflow devices are not installed in many of the older buildings downtown, but would be required with significant renovation of large older buildings or construction of new larger buildings.

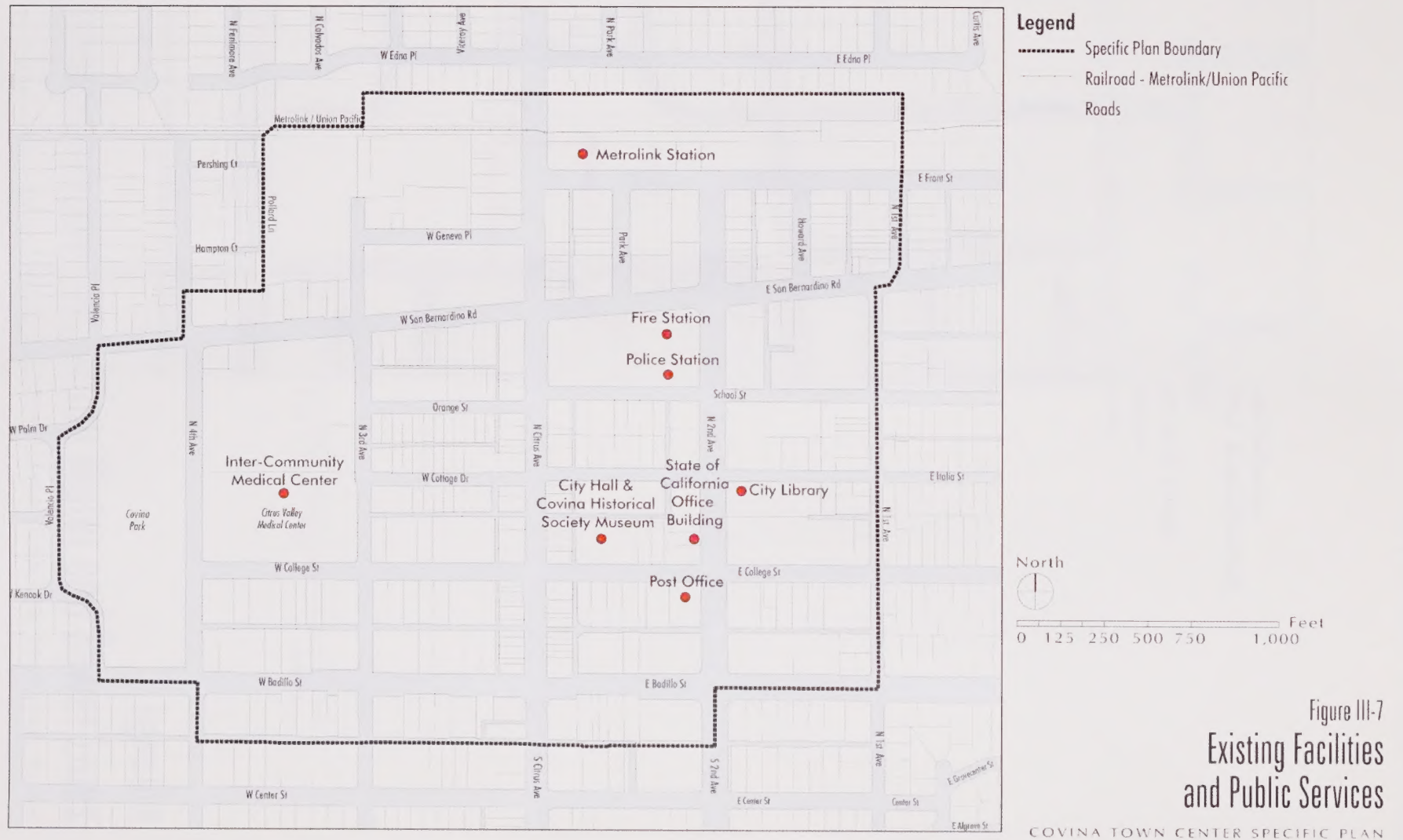
No significant changes in downtown development patterns are anticipated to occur as a result of the Specific Plan beyond that which was anticipated in the General Plan. Water supply, therefore, is not an issue for this Specific Plan. According to the City Public Works Department, the water system as it exists today is capable of meeting the water demands of this area in terms of both the physical infrastructure water supply. However, replacement should be considered for water pipelines more than 50 years in age. Also, pipelines with a diameter less than eight inches should be upgraded to a minimum of eight inches. Pressure in the area of San Bernardino Road and Citrus Avenue is 82 pounds per square inch, which is adequate for fire flow and domestic water delivery.

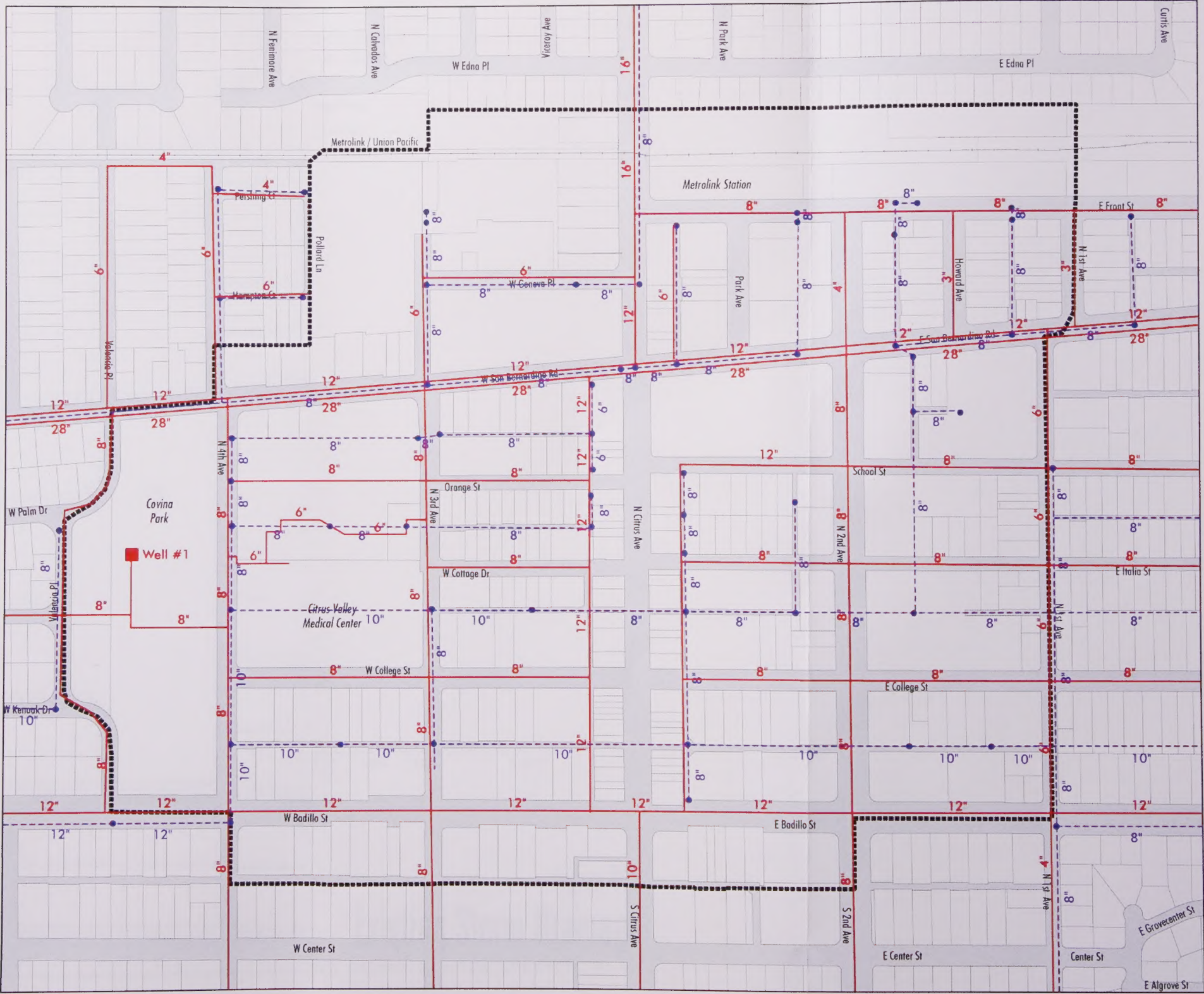
Sewer

Downtown businesses and residences are connected to a network of local public wastewater collection and conveyance systems and County trunk lines, feeding into wastewater treatment plants operated by the Los Angeles County Sanitation District. Special assessments are collected for each parcel to cover the cost of maintenance and repair. As of the drafting of the General Plan, Sanitation District officials indicate that there are no apparent problems with providing service to Covina. However the age of many sewer lines in the downtown area and their capacity to handle a significant increase in demand from higher-intensity land uses may pose a constraint downtown revitalization if not addressed. Existing sewer lines in the downtown and nearby areas are shown on Figure III-8.

Storm Drainage

City streets downtown have gutters and underground conveyance systems that deposit stormwater into concrete-lined channels operated and maintained by the Los Angeles County Flood Control District. The stormwater collection and conveyance system was recently upgraded for the downtown, and there are no existing substantial flooding issues. Figure III-9 illustrates the location and direction of stormwater collection and conveyance systems in and near the downtown.





- Legend**
- Specific Plan Boundary
 - Railroad - Metrolink/Union Pacific
 - Roads
 - Water Lines (2" or larger)
 - Sewer Lines
 - Man Hole

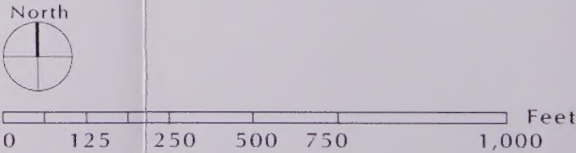


Figure III-8
Existing Water and Sewer Lines
COVINA TOWN CENTER SPECIFIC PLAN

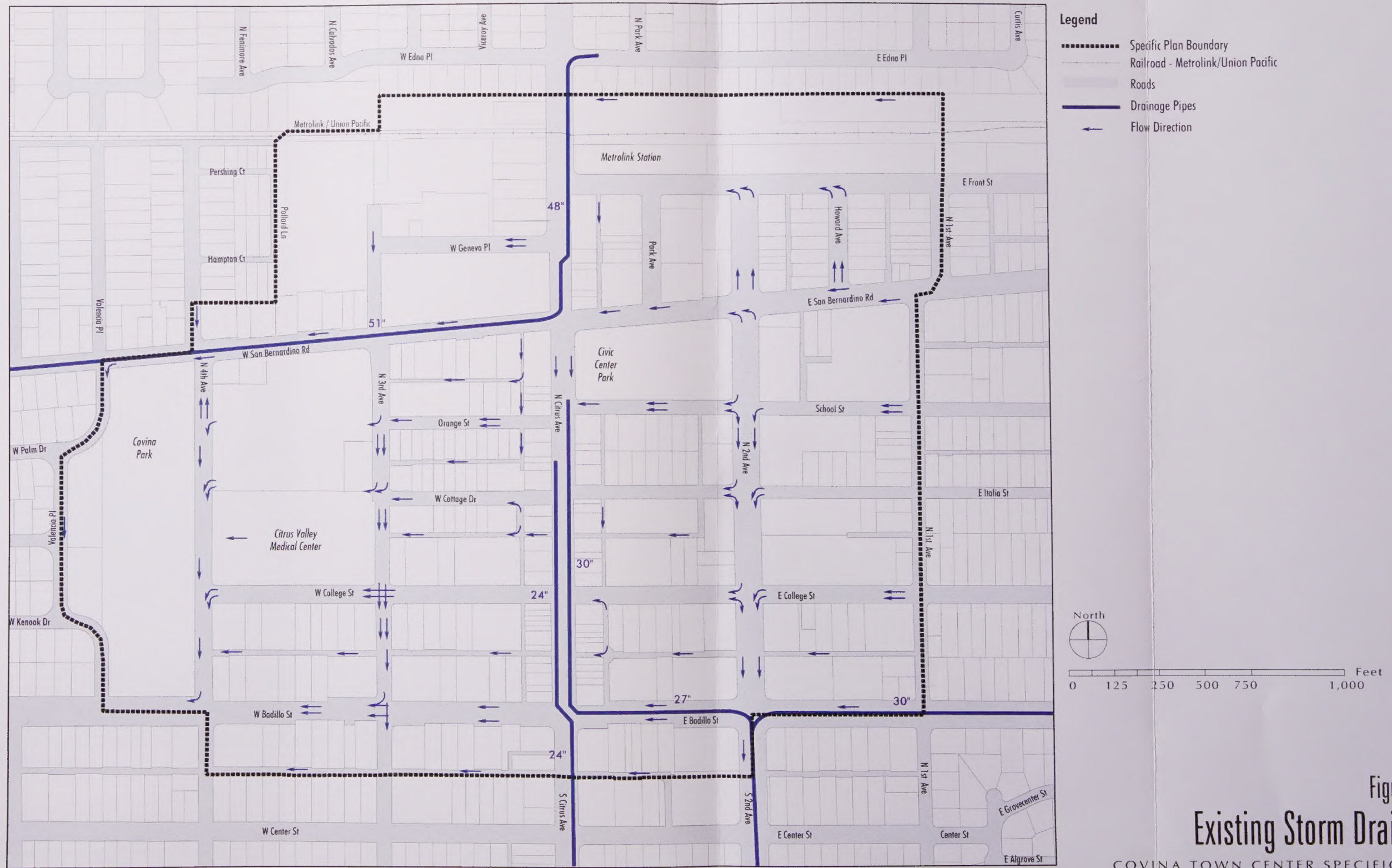


Figure III-9
Existing Storm Drainage
COVINA TOWN CENTER SPECIFIC PLAN

C. ECONOMIC AND FISCAL CONDITIONS

The City's three largest sources of general fund revenues are sales and use taxes, property taxes, and utility users' taxes.⁹ In the fiscal year ending June 30, 2001 (the most current year for which State Controller reports are available), Covina received over \$14.3 million from these sources, an increase of 15 percent over the fiscal year ending June 30, 1999. These sources of general fund revenue could be significantly increased through successful revitalization of downtown Covina if taxable sales, property values, and utility user payments increase substantially.

1. Labor

The unemployment rate for Covina residents is relatively low. Estimates for the first quarter of 2004 suggest unemployment rates of 4.7 percent (not seasonally adjusted), compared to 6.5 percent countywide.¹⁰ Approximately 25,000 of Covina's residents are considered to be part of the labor force. The portion of the overall population that is a part the workforce is higher in Covina than in the county as a whole, and is quite high for Census Tract 4061.01, which represents the downtown area (Table III-11). The unemployment rate in Covina is not an accurate gauge of the City's economic health since most residents who work commute to jobs outside the City.

Table III-11¹
Portion of Population in Workforce

Geographic Area	Total Population	Working Population	Working Population Percentage of Total
Los Angeles County	9,519,338	3,858,750	41%
Census Tract 4061.01	2,959	1,369	46%
Block Group 1, Census Tract 4061.01	443	173	39%
Block Group 2, Census Tract 4061.01	774	434	56%
Block Group 3, Census Tract 4061.01	858	335	39%
Covina	47,144	20,902	44%

Source: U.S. Census Bureau, 2000.

¹ Block level data for the Town Center Specific Plan are is not available.

Covina has a large number of local employment opportunities compared to other San Gabriel Valley communities and compared to most suburban cities. According to the General Plan, the city has the highest jobs-to-housing ratio of any eastern San Gabriel Valley community, at 1.74 to 1. The average cited in the General Plan is 1.14 to 1 for select eastern San Gabriel Valley communities. However, the *numeric* jobs-to-housing ratio does not equate to a *geographic* jobs-to-housing match, as described below.

⁹ Other major sources of revenue include vehicle license fee and gasoline tax subventions from the State of California, intergovernmental grants, utility and other service fees, and transportation taxes.

¹⁰ California Department of Finance web site, www.dof.ca.gov.

Of the nearly 30,000 employed residents in Covina in 2004, approximately 41 percent are employed in service occupations, 19 percent in retail occupations, and 11 percent each in manufacturing and real estate/insurance/financial occupations. Transportation, wholesale trade, government, and construction accounted for the remaining 18 percent of employed residents. The number of employed residents is projected to increase by over 11 percent, to about 33,200, in 2015. Employment in services is anticipated to increase slightly as a percentage of all occupations, while employment in manufacturing is projected to decrease slightly. Other occupations are not projected to experience significant shifts in the percentage of residents employed in those occupations.

2. Commuting Patterns

As would be expected for a suburban community such as Covina, most resident members of the workforce work outside of Covina (Table III-12). A slightly lower percentage of downtown Covina residents work outside of Covina compared to residents citywide.

The work commute involves a single-passenger automobile trip for most Los Angeles County residents (Table III-13). An even higher portion of residents of Covina drive alone to work. In Block Group 1 of the downtown Census Tract, which represents residents living in the northeastern portion of the Specific Plan Area and northeast of downtown, the proportion of automobile commuters is slightly lower, with almost 20 percent of workers using alternate means to arrive at work (11 percent public transportation and seven percent bicycle). Another 12 percent carpooled in this Block Group.

Table III-12¹
Place of Residence versus Place of Work

Geographic Area	Worked Outside County of Residence	Worked In Place of Residence	Worked Outside Place of Residence
Los Angeles County	7%	36%	62%
Census Tract 4061.01	10%	17%	80%
Block Group 1, Census Tract 4061.01	17%	21%	79%
Block Group 2, Census Tract 4061.01	8%	17%	83%
Block Group 3, Census Tract 4061.01	11%	15%	85%
Covina	12%	15%	85%

Source: U.S. Census Bureau, 2000.

¹ Block level data for the Town Center Specific Plan are is not available.

Table III-13¹
Transportation Mode Share

Geographic Area	Car, Truck, or Van	Drove Alone	Public Transportation	Bicycle	Walked
Los Angeles County	85%	70%	7%	1%	3%
Census Tract 4061.01	89%	77%	7%	1%	3%
Block Group 1, Census Tract 4061.01	82%	70%	11%	7%	0%
Block Group 2, Census Tract 4061.01	86%	79%	9%	0%	2%
Block Group 3, Census Tract 4061.01	97%	81%	3%	0%	0%
Covina	91%	77%	4%	0%	1%

Source: U.S. Census Bureau, 2000.

¹ Block level data for the Town Center Specific Plan are is not available.

3. Downtown Businesses

There are many commercial, light industrial, and institutional establishments located within the Specific Plan Area. These include professional offices, medical and dental centers, automotive services, retail stores, restaurants, churches, and financial and real estate services. These uses tend to be clustered within specific commercial and industrial areas as a result of zoning district designations and market forces. Specific businesses and institutional clusters within the Specific Plan Area include specialty retail in the downtown area, medical and health centers in the medical district, automotive-related businesses north of downtown, religious institutions on the east side of the Specific Plan Area, and the downtown real estate and financial services area.

Downtown Covina is situated along Citrus Avenue between Badillo Street and San Bernardino Road. This area is comprised of a variety of small commercial, retail, and service-oriented businesses. Recent improvement to this area has made it more attractive, pedestrian friendly, and active. Within close proximity to Citrus Avenue are a concentration of professional office uses, including tax and financial services, real estate offices, and small medical and dental offices. These are primarily located on East and West Badillo Avenue, a few blocks from Citrus Avenue. Large-scale medical facilities are located in and around the Inter-Community complex on West San Bernardino Road. Light industrial and automotive uses tend to be situated away from pedestrian traffic. These types of uses are located near the Metrolink station along East Front Street and Citrus Avenue north of San Bernardino Road.

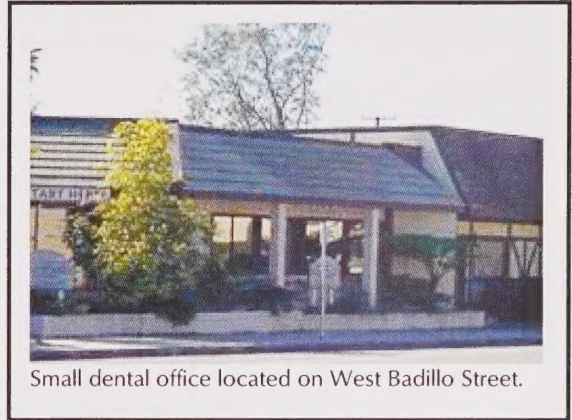


Fashion Drapery and Upholstering store at 508 North Citrus Avenue.

a. Types of Downtown Businesses

Commercial activities downtown include a mixture of independent furniture, clothing, restaurants, hobby stores, and personal services. Unlike other renovated downtowns, such as Old Town Pasadena and the Santa Monica Third Street Promenade, which over the years have become dominated by chain store establishments, businesses in downtown Covina remain largely small and independently-owned.

Businesses in the downtown include 12 antiques/collectible stores, five apparel stores, four jewelry stores, eight restaurants/café's, and four home furnishing stores. A number of personal service businesses are also located within this area, including 12 hair and nail salons and one tanning salon.



Small dental office located on West Badillo Street.

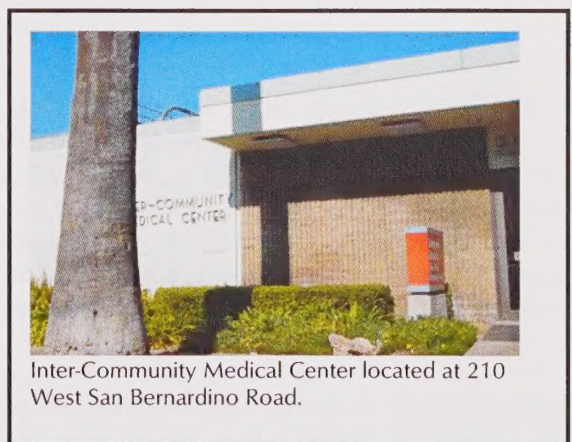
b. Medical District

A large number of medical facilities are located within the Specific Plan Area, clustered near North Third Street between West Badillo Street and West San Bernardino Road. The largest medical facility is the Citrus Valley Medical Center, Inter-Community Campus located on West San Bernardino Road. Established in 1922, the Center is a comprehensive not-for-profit hospital offering a wide range of medical, surgical, and specialty services.

Within close proximity of the Inter-Community hospital is Inter-Community Health Center, another health care medical facility. Covina Imaging is another large facility in this area. Located on West College Street, Covina Imaging specializes in x-rays, MRIs, cat scans, and ultrasounds.

Several smaller health care and dental offices are clustered within close proximity of these larger facilities. Primarily situated on West College and West Badillo Street within three blocks of Citrus Avenue, these smaller office facilities include chiropractic clinics, dental offices, mental health counseling, and various types of specialists including dermatology, orthodontics, obstetrics, and endocrinology.

According to the Covina General Plan, for many years, the City encouraged the placement of medical and dental offices near the downtown area and the Inter-Community complex in order to generate employment opportunities as well as patrons for the downtown retail establishments.¹¹



Inter-Community Medical Center located at 210 West San Bernardino Road.

¹¹ City of Covina. Technical Appendix for the Covina General Plan. Final Revision 1998.

c. Light Industrial and Automotive

A concentration of new and used automobile dealers are located within the Specific Plan Area. These businesses are primarily located along West San Bernardino Road and North Citrus Avenue.

Automotive repair and parts services are also clustered in this area, primarily along East Front Street and Citrus Avenue north of West San Bernardino Road. Approximately 12 automotive repair shops are located within this area.

d. Banking/Mortgage and Real Estate

A number of banking, accounting, real estate, banking and other similar professional offices uses are located within close proximity to the downtown area. Although these types of businesses are scattered throughout the Specific Plan Area, they are primarily clustered on East and West Badillo Street within three blocks of Citrus Avenue. Small office real estate services are also within this area.



Clippinger Chevy Oldsmobile dealer located at 137 West San Bernardino Road.

4. Market Conditions¹²

a. Housing Demand

Projected housing demand in Covina between 2003 and 2015 is anticipated to be additional 3,500 dwelling units, of which 65 percent of the demand is projected to be for single-family homes. Downtown Covina might expect to experience as much as 25 percent of this additional housing demand, although the mix of housing units downtown will likely reflect a higher percentage of multi-family units.

b. Retail Demand

Household income in the City of Covina is estimated at \$1.16 billion in 2004, of which \$511 million is estimated to be spent on retail goods. Household income in Covina is projected to increase 18 percent (in constant 2004 dollars) between 2004 and 2015, to \$1.37 billion, and retail expenditures are projected to increase by the same percentage, to \$605 million by 2015. "Shopper goods (apparel, general merchandise, home furnishings, and specialty goods) comprise over 38 percent of retail sales. Convenience goods (food, eating, and drinking) comprise 28 percent, while heavy commercial goods (building supplies, hardware, automobiles and parts, and service station expenditures) comprise the remaining 34 percent.

Capture rates for retail sales (the percentage of Covina residents' income spend on retail goods in Covina versus other communities) varies considerably by retail sector, and is largely affected by the

¹² Information on market conditions comes from The Natelson Company, Inc., *Real Estate Market Study for Covina Town Center Specific Plan*, April 2004.

availability of similar goods in other communities and the importance of proximity in making a purchase. The capture rate for shopper goods is estimated to be as low as 25 percent, compared to 65 percent and 85 percent for convenience goods and heavy commercial goods.

c. Office, Industrial, and Retail Space Trends

Offices

Office properties for lease within the City of Covina had a total of 66,396 square feet of vacant space at the time of the survey in March and April 2004. According to data from CB Richard Ellis, the entire San Gabriel Valley for the first quarter of 2004 had a total of 12,455,848 square feet of net rentable office space. The vacancy rate for that period was 8.1% and translates into approximately 1 million square feet of vacant space. The San Gabriel Valley had the lowest office vacancy rate of any sub-market within Los Angeles County. The overall office vacancy rate in Los Angeles County was 14.2%. The highest sub-market office vacancy rates were in the South Bay (19.5%) and Downtown Los Angeles (16.9%). The net absorption of office space in the San Gabriel Valley in the first quarter of 2004 totaled 79,083 square feet with an average asking lease rate of \$1.86/square foot (compared to an average asking lease rate of \$2.10 per square foot for the county as a whole).

The un-weighted average monthly lease rate for office properties within the City of Covina was \$1.49/sf gross. The lease rates ranged from a low \$1.05/sf gross to \$2.50/sf. There were two office properties for sale ranging in price from \$2.7 million to \$3.7 million.

Industrial

The three light industrial properties for lease in Covina had a total of 74,183 square feet of vacant space at the time of the survey in March and April 2004. According to data from CB Richard Ellis, the entire San Gabriel Valley for the first quarter of 2004 had a total of 132,410,241 square feet of industrial space. The vacancy rate for that period was 1.4% and translates into approximately 185,000 square feet of vacant space. The San Gabriel Valley had the third lowest industrial vacancy rate of any sub-market within Los Angeles County (after Vernon and Los Angeles). The overall industrial vacancy rate in Los Angeles County during the first quarter was 2.6%. The highest sub-market office vacancy rates were in the Mid-Counties (4.7%) and South Bay (3.7%). The net absorption of industrial space in the San Gabriel Valley during the first quarter of 2004 totaled 622,690 square feet with an average lease rate of \$0.46/square foot. There was an additional 1.7 million square feet of industrial space that was under construction in the San Gabriel Valley during the first quarter. The cost of the industrial space in the City of Covina ranged from \$0.34/sf to \$1.00/sf. There is a relatively small amount of industrial space within the City and there are no large organized industrial parks.

Retail

Retail vacancies that were observed during the field visits had a total of 16,882 square feet (although information was not available for several large retail spaces). According to data from CB Richard Ellis, a total of 1,246,962 square feet of retail space was absorbed in the San Gabriel Valley in the third quarter of 2003 (the most recent data available). Nearly 900,000 square feet of that retail space was absorbed in La Puente and the City of Industry. The San Gabriel Valley retail market had an overall vacancy rate of 5.04% with an average high asking lease rate of \$1.69/sf per month. The City of Covina absorbed 15,094 square feet of retail space in the third quarter of 2003. The retail vacancy rate within the City was 1.55% and the average high lease rate was \$1.50/sf.

D. DEMOGRAPHIC CONDITIONS

The population of Covina is approximately 48,700 (Table III-14). The downtown population is approximately 1,200, using population counts of block groups representative of the study area (Table III-15 and Figure III-2). The median age of Covina is comparable, but slightly older than that of the county as a whole – and the downtown population is slightly older still.

Table III-14
Total Population of Covina and Comparison Areas

Geographic Area	Total Population		Percent Change
	January 2002	January 2003	
California	35,000,000	35,591,000	1.7
Los Angeles	9,817,400	9,979,600	1.7
Azusa	46,100	47,150	2.3
Covina	48,050	48,700	1.4
Glendora	50,800	51,500	1.4
San Dimas	35,900	36,450	1.5
West Covina	109,000	110,500	1.4

Source: California Department of Finance web site, www.dof.ca.us.

Table III-15
2000 Total Population and Median Age, Downtown Covina and Comparison Areas

Geographic Area	Total Population	Median Age	Median Age Males	Median Age Females
Los Angeles County	9,519,338	32	31	33
Census Tract 4061.01	2959	34.7	33.4	35.9
Block Group 1, Census Tract 4061.01	467	34.2	32.8	36.1
Block Group 2, Census Tract 4061.01	730	35.9	34.6	37.2
Block Group 3, Census Tract 4061.01	891	34.1	32.3	35.5
Town Center Specific Plan Area ¹	351	33.5	34.3	33.1
City of Covina	46837	33.5	31.7	35.1

Source: U.S. Census Bureau, 2000.

¹Includes only those blocks completely within the Town Center Specific Plan boundaries

The average household size in Covina is larger than in the county as a whole, as would be expected for a suburban city located within a large urban metropolitan area (Table III-16). Household sizes in central Covina are highly variable. The stable single-family residential areas northwest of downtown have a much larger household size than the rest of the downtown area. A high proportion of downtown households are singles, especially single females.

Table III-16
Average Household Sizes and Household Types

Geographic Area	Average Household Size	Single-Person Household	Single Female	Married-Couple with Children	Married-Couple No Children
Los Angeles County	2.98	25%	13%	26%	22%
Census Tract 4061.01	2.55	30%	18%	22%	22%
Census Tract 4061.02	2.50	30%	16%	20%	19%
Block Group 1, Census Tract 4061.01	2.37	41%	28%	15%	16%
Block Group 2, Census Tract 4061.01	2.11	40%	21%	16%	16%
Block Group 3, Census Tract 4061.01	3.00	18%	12%	32%	25%
Town Center Specific Plan Area ¹	2.70	56%	29%	15%	9%
City of Covina	2.89	21%	13%	26%	25%

Source: U.S. Census Bureau, 2000.

¹Includes only those blocks completely within the Town Center Specific Plan boundaries

The proportion of renters versus homeowners in the downtown area is almost the same for Census Tract 4061.01 as in Los Angeles County as a whole. Among the Block Groups within Census Tract 4061.01, there is a great deal of variation (Table III-17). While Block Groups 1 and 2 are represented mostly by renter-occupied housing, Block Group 3, which includes the stable single-family residential neighborhood northwest of downtown, has mostly owner-occupied housing.

Table III-17
Tenure, Specific Plan Area versus Comparison Areas

Geographic Area	Owner Occupied	Renter Occupied
Los Angeles County	50%	50%
Census Tract 4061.01	51%	49%
Census Tract 4061.02	29%	71%
Block Group 1, Census Tract 4061.01	39%	61%
Block Group 2, Census Tract 4061.01	27%	73%
Block Group 3, Census Tract 4061.01	66%	34%
Town Center Specific Plan Area ¹	10%	90%
City of Covina	61%	39%

Source: U.S. Census Bureau, 2000.

¹Includes only those blocks completely within the Town Center Specific Plan boundaries

The median income of Covina residents in 2000 was higher than that of Los Angeles County by approximately 15 percent (Table III-18). But the downtown area has a lower median income than the City as a whole – much lower for the area around San Bernardino Road in the center of the

study area. The median income for householders 35 to 44 for Block Group 1 of Census Tract 4061.01 is much higher than comparison areas. For Block Group 3 of Census Tract 4061.01, which represents some of the single-family areas northwest of downtown, the median household income is higher than the city and county.

Table III-18
Median Household Income by Householder Age¹

Geographic Area	All	35 to 44	45 to 54	55 to 64	65 to 74	Per Capita
Los Angeles County	\$42,189	\$47,116	\$54,582	\$51,898	\$35,175	\$20,683
Census Tract 4061.01	\$42,104	\$55,268	\$48,382	\$50,000	\$33,438	\$21,034
Blk Grp 1, Census Tract 4061.01	\$26,336	\$85,597	\$6,806	\$19,167	\$26,250	\$28,665
Blk Grp 2, Census Tract 4061.01	\$42,206	\$51,750	\$50,500	\$45,000	\$20,000	\$20,157
Blk Grp 3, Census Tract 4061.01	\$55,625	\$61,607	\$40,625	\$58,906	\$70,972	\$17,951
City of Covina	\$48,474	\$52,745	\$62,995	\$56,566	\$36,750	\$20,231

Source: U.S. Census Bureau, 2000.

¹ Block level data for the Town Center Specific Plan are not available.

E. OPPORTUNITIES AND CHALLENGES

The analysis of existing conditions in the preceding sections of this chapter provide a basis for describing potential opportunities and constraints that will guide the evaluation of conceptual land use alternatives and preparation of the Town Center Specific Plan. These opportunities and constraints cover physical conditions, economic conditions, institutional conditions, and demographic conditions.

1. Physical Conditions

a. Infill, Reuse, and Mixed Use Development

Much of the Specific Plan area is underdeveloped as measured by the City's current zoning and potentially supportable development densities from a developer's/market perspective.¹³ Examples of underutilized land include vacant properties, two properties expected to become available when a Ford and a Chevrolet dealer each relocate, nine surface parking lots scattered throughout the Specific Plan Area, substandard residential properties (not of historic value) with commercial or

¹³ Developers contacted as part of the initial stakeholder outreach and a case study prepared by the Southern California Association of Governments (SCAG Housing Development Strategy, Case Study #10) suggest that residential densities of between 18 and 35 units per acre in two and three-story buildings are supportable in the downtown area, depending on the type of housing and whether the ground floor is commercial or residential. A presentation prepared by Fregonese Calthorpe Associates (FCA) for the Mobility 21 Smart Growth Partnership Project suggests that most of the Specific Plan area is underdeveloped, based on FCA's analysis of potential and marketable floor area ratio, property values, and rates of return in relation to current conditions. Depending on the type of land use(s), property value, and parking assumptions, FARs of between 1.5 and 2.5 could be supported in the downtown area.

mixed-use potential, several properties with vacant or underutilized buildings, and one-story commercial buildings with the potential for higher supportable commercial and/or mixed-use potential.

Some larger, underutilized parcels are potentially available for future redevelopment activities downtown. The several properties that comprise the Chevrolet and Ford auto dealerships north and south of San Bernardino and west of Citrus represent the largest contiguous and potentially contiguous parcels. These are especially well suited opportunity sites due to large areas of common ownership, and proximity both to downtown and the Metrolink commuter transit stop. Together, the properties represent approximately seven acres of land for potential redevelopment. Eight additional acres of land in the downtown area is very underutilized – having a calculated improvement value that is 25 percent or less of the land value, with improvements worth \$10,000 or less.¹⁴

An opportunity area for mixed-use redevelopment identified by several individuals contacted during early public outreach is along Front Street, between Citrus Avenue and First Avenue. Most of the current businesses have located in this area due to convenience and low rents. Other opportunity areas exist along College Street, between Citrus and First avenues, and along First Avenue from Italia to College streets for higher density residential or mixed-use development.

Most vacant parcels in Covina are small and would not easily accommodate many types of new development. Certain retail and commercial developers work within a relatively limited range of parcels sizes and configurations, which would not be accommodated by vacant parcels downtown. Approximately two acres of land is completely vacant within the Specific Plan Area, representing just two percent of the overall land area.

Property ownership patterns could pose an additional challenge to revitalization of downtown Covina, as most properties are small, and adjacent properties with reuse potential are not under common ownership. A large percentage of properties are owned by individuals living outside of Covina, and property owner interests may diverge from business owners. The Citrus Valley Medical Center may dispose of some potentially surplus properties in conjunction with its seismic upgrading. These sites would be well located for other medically oriented activities, allowing the area to build on its medical “cluster.”¹⁵

The Covina Redevelopment Agency owns several parcels within or near the Specific Plan area, some of which are vacant and/or underutilized and may be candidates for development or redevelopment. These parcels could directly affect the revitalization of downtown Covina or perceptions of downtown (as several parcels are located along major entryways into downtown).

These parcels include:

¹⁴ Calculated land and improvement value from the Los Angeles County Assessor's office. The significantly underutilized land total may include a small percentage of parcels outside of the Specific Plan Area. Underutilized properties may include some parking lots.

¹⁵ Real Estate Market Study for Covina Town Center Specific Plan,” The Natelson Company, Inc., April 2004

- 236 West Center Street
- 472-474 South Citrus Avenue
- 500-516 South Citrus Avenue
- 126 West Rowland Avenue
- 520-528 South Citrus Avenue
- 118-118 ½ East Navilla
- 633-635 South Citrus
- 157-159 E. College Street
- 135 East Badillo Street
- 626 South Citrus
- 312 North Citrus
- 545 North Citrus
- 602 South Citrus
- 552-560 South Citrus
- 532-550 South Citrus
- Vacant parcel, Puente Street west of Citrus Avenue

b. Traffic, Transit, and Parking

Transit's Role in Downtown Revitalization

The presence of the Metrolink station on northern border of downtown Covina represents an opportunity to capture a larger share of patronage from Metrolink users and provides a convenience for downtown residents, visitors, and workers. Metrolink, on balance, will be a positive influence on downtown Covina.

Opportunities to develop and redevelop property in Covina are made more attractive to several market elements due to the availability of public transit locally (via Foothill Transit) and regionally (via the Metrolink commuter rail system). The attractiveness of potential commercial property is enhanced further upon noting that the Covina Metrolink stop is the most utilized in the system. The availability of this transit service in an area that could potentially support higher intensity development more fitting of transit-oriented development represents a significant opportunity for the community and would-be property developers.

Transit-oriented or transit-adjacent development could be facilitated within approximately ¼ mile of the Metrolink station. The ¼ mile threshold covers most of the Specific Plan Area north of Cottage Street. There may be opportunities to locate convenience retail and service uses within one block of the transit station to capture a portion of Metrolink, riders' disposable income.

Preliminary market analysis suggest that opportunities for transit-oriented development (that is, land uses focused specifically on the needs of transit riders) may be limited because the Covina Metrolink transit stop is not currently a major destination point. The City would need to develop policies that would stimulate the types of land uses within ¼ mile or less of the transit stop that would make the Metrolink station more of a destination point. The City may have more success in encouraging transit-adjacent development (development in which land users would benefit from proximity to transit and could take advantage of transit as one of several transportation options) than transit-dependent or oriented development (development which is designed specifically for the Metrolink transit stop and is primarily dependent on Metrolink users for patronage).

The opportunities presented by transit use to revitalize downtown Covina could be enhanced with a shuttle or trolley system that improves access from the Metrolink station to downtown businesses. Sufficient ridership would be necessary for such a system to be successful.

Traffic and Circulation

Downtown Covina has a well-developed grid street pattern that provides alternative routes in and around downtown (although some of the streets in the Specific Plan Area are not "through" streets

or do not align exactly with other streets at Citrus Avenue). Traffic congestion and bottlenecks are a concern, particularly at peak use times, along San Bernardino Road, Badillo Street, and Citrus Avenue (particularly between Badillo and San Bernardino).

Covina is not well served by bicycle facilities. However, with the possibility of more intense residential and nonresidential development, automobile alternatives such as transit, pedestrian, and bicycle can become more realistic modes of travel for work and non-work trips. Recent pedestrian improvements to the downtown have been well-received, and in fact, many members of the public surveyed indicate their desire to have the City continue with pedestrian alleyway development, traffic calming, and related activities.

Several major destinations, such as the Citrus Valley Medical Center, City office buildings, the commercial retail core, the Metrolink commuter stop, the Covina Library, and professional office complexes could be better connected through enhanced pedestrian/bicycle opportunities. The presence of the Metrolink station could provide more of a customer draw for downtown Covina with better direct pedestrian access. Pedestrian access across Citrus Avenue, between Italia and School streets, is a pedestrian safety and convenience issue identified by several individuals. Traffic generated by the Metrolink station will have to be more effectively managed better to create an attractive and safe downtown for pedestrians.

Re-configuration of the current street and circulation system in several key locations (such as at the intersections of Second Avenue and Front Street or Third Avenue and Geneva Place) could improve pedestrian access and increase redevelopment opportunities.

Parking

Many of the individuals contacted during early public outreach suggested the greatest challenge hindering downtown development is a lack of adequate off-street parking. Some feel that it is difficult to attract new businesses downtown because of a perceived parking problem. Many people travel through or near the downtown but do not stop because they believe parking to be inconvenient.

The existence of several surface parking lots in the Specific Plan Area and other sites with reuse potential provide an opportunity to create a network of parking structures with good access among major destination points in the downtown area. Ideally, such parking structures should be located within two blocks of most businesses. Off-street parking improvements should address different needs among workers and visitors to downtown (long-term versus short-term) and convenient access for both user groups. Preparation and implementation of a downtown parking district plan could make more effective use of off-street parking resources through shared parking, multi-use parking, designated areas for short-term versus long-term parking, and other parking management tools.

The presence of angled parking along Citrus Avenue between Badillo Street and Orange/School streets increases the amount of on-street parking directly in front of area stores, as a convenience to customers. The presence of angled parking also limits the potential to widen sidewalks in areas where the combination of landscaping, street furniture, and utilities makes it difficult to accommodate minimum distances for comfortable pedestrian movement, while also allowing space for outdoor activities (such as sidewalk dining) associated with adjacent buildings.

Part of the concern regarding parking is that downtown visitors may be unfamiliar with the locations of available off-street parking and may avoid downtown if they cannot park along Citrus Avenue or close to their destinations. Uniform directional signage could address this concern.

Another potential challenge to addressing parking needs is the organizational structure under which off-street parking may be provided in the future. The City has created a parking board, but the public perception is that this board has not been very active in overseeing the planning and management of downtown parking. An opportunity exists to make the board a more active player in planning for, and management of parking solutions.

c. Downtown Character and Historic Resources

Covina is one of the older developed areas in the San Gabriel Valley and is one of the best examples of a traditional historic downtown in all of the Los Angeles Basin. Many examples of historic architecture abound, in varying degrees of property maintenance. Rehabilitation, reuse, and adaptive reuse opportunities exist throughout the Specific Plan Area. Downtown character has been enhanced over the past 10 to 15 years through some rehabilitation efforts, historic-themed streetscape improvements, and implementation of design guidelines meant to maintain and enhance historic elements of the downtown's character. These characteristics represent somewhat intangible, albeit real downtown assets, and a significant opportunity for future development and redevelopment.

The character of downtown Covina, as expressed through building scale, age, and styles, also creates challenges to revitalization. Much of the potential for more intense development lies in properties that contain older buildings. Some, but not all, of these older buildings are key contributors to the character and ambience of downtown Covina due to their architectural importance or association with an event or individual important to Covina's history. The challenge for the City is to identify and protect older buildings that have historic/architectural value while permitting other older buildings to be modified or replaced.

Many older buildings in downtown Covina, and the parcels on which they lie, reflect historic patterns of land division—long and narrow lots. These building and land patterns may not meet the needs of modern users or lend themselves to financially feasible reuse. Older buildings may have health and safety issues, obsolete building spaces, and substandard utilities. Potential anchor stores, particular if part of a national chain or franchise, may not be interested in using older buildings that do not meet their space, configuration, and branding requirements.

d. Parks

Park space is important to meeting the recreational needs of a community, and enhancing the aesthetic environment and vitality of Covina's neighborhoods. Downtown Covina is well served by park space and recreational activities, as indicated earlier. Park and recreation services can be enhanced in Covina by placing more residents within a short walk of its parks. Revitalization efforts downtown have an opportunity to create additional value through providing connections between people and parks.

Civic Center Park provides important green space and public events activities to downtown residents, but is constrained by limited access, improvements, and utility for families with children. Revitalization of downtown Covina provides an opportunity to either improve the current park to

better meet community needs or provide a comparable, new and accessible park and public gathering space. Redevelopment of the existing Civic Center Park, if replaced elsewhere, would necessarily involve the removal of some, if not most, of the mature trees that many in the City consider heritage assets. Depending on the type of replacement trees, it could take 40 to 60 years to re-create the mature canopy provided by Civic Center Park.

e. Public Services and Facilities

Downtown Covina has the full range of public services and facilities, including pedestrian, bicycle, automobile, bus, and rail transit transportation infrastructure; water and sewer, storm drainage, public and private surface parking, parks, street lighting, schools, a museum, a library, and other services. The geographic proximity to these facilities can be considered an asset to prospective residents and businesses. The availability of such public infrastructure and services could be a competitive advantage for downtown Covina in attracting development projects.

However, some aspects of the physical structure of Town Center are not ideal for a downtown shopping experience, including the arrangement of parking, lack of pedestrian access, and the state of streetscape improvements south of Badillo and north of San Bernardino, among other issues describe above. There is also a concern regarding the age, condition, and capacity of infrastructure systems, such as water and sewer systems. These systems were not constructed to accommodate the potential development density and service demands from a revitalized, mixed-use downtown. Should substantial upgrades be required, funding mechanisms that involve assessment of existing businesses and/or property owners could be detrimental to continued occupancy of downtown by some locally-owned businesses.

2. Economic Conditions ¹⁶

a. Consumer and Retail Trends

Existing stores in downtown Covina are mostly locally-owned, non-franchise establishments. Typically, the rents these kinds of places can pay are at the lower range of retail rent levels. If an aggressive program to add retail to the area is successful, many of these stores could be forced out since other stores will be able to outbid them on rents. (This could happen even under a laissez-faire scenario in which the market works free of government influence.)

Another challenge facing the City is how to attract one or more anchor tenants that, by necessity, would likely be part of a national or regional chain establishment, without losing the locally-owned “flavor” of businesses that makes downtown Covina attractive. Among the strategies that would hasten this turnover of tenants would be to expand the retail base in downtown Covina with larger, franchise stores that would be built on (most likely) redeveloped properties. A high-end anchor tenant, such as a specialty food retailer, could stimulate this transition. A strategy that focused on confining the retail space within already established areas, and preserving the existing buildings, would encourage an evolutionary transition of uses to higher-value activities.

¹⁶ Conclusions regarding economic opportunities and challenges are drawn largely from *Real Estate Market Study for Covina Town Center Specific Plan*, The Natelson Company, Inc., April 2004

Downtown Covina is located some distance from freeways and regional activity centers, which could pose a challenge for capturing a portion of the visiting customer base. Covina is located within a group of cities that, collectively, are well served with retail development (i.e., for the combined market area, there are not indications of substantial “leakage”), suggesting that it may be difficult for Covina to significantly increase its market share of regional demand. The most notable area competing with downtown Covina for retail dollars is the adjacent city of West Covina, which has taken advantage of extensive frontage along Interstate 10 to become a premiere shopping destination and office location.

Limited vacant land for development and the presence of marginal land uses in some parts of the city may detract from the Covina’s efforts to attract developers to the downtown area. Although this “built-out” status will eventually translate into opportunities for redevelopment, the economics of reusing land are such that significant public sector involvement is often necessary to create financially viable projects.

“Official” (SCAG) forecasts that indicate relatively modest population and employment growth over the next 10 years. However, future changes in zoning and allowable densities would expand the City’s capacity for growth. The potential population increase from the construction of housing in the downtown area would result in only a modest increase in demand for retail and commercial services. Downtown revitalization will have to primarily depend on attracting and capturing a larger customer base from outside the downtown area.

b. Regional Market Trends

Covina has several regional retail centers that attract customers from throughout the eastern San Gabriel Valley and a concentration of attractive office development, most notably in the Village Oaks Business Park. These land use provide a potential regional customer base for downtown marketing efforts. Examples of these regional customer draws are IKEA, Burt’s Mega Mall, the Guitar Center, and Clearman’s Northwoods Inn. The success in these categories represents a model that the City could build upon if the Town Center is to be effectively developed and promoted as a destination.

Downtown Covina is marked by a high retail occupancy rate and the presence of important public/institutional land uses (e.g., Citrus Valley Medical Center, City buildings and parks, and the Metrolink station) that attract large numbers of individuals to the downtown area. Office and industrial vacancy rates are also considerably lower than the regional average, suggesting the ability to absorb additional commercial and industrial space in the downtown area.

If the City were to encourage additional retail activity in the Town Center in areas such as apparel, furniture, appliances, and specialty goods, the increased level of economic activity and consumer choice could bring a wider variety of retail and service establishments to the downtown area.

Consistent with overall trends in southern California over the past several years, a strong housing demand and associated property value appreciation creates an incentive for developers to consider housing in the downtown area.

c. Medical Facilities

Dozens of medical offices and related businesses are located in the western part of downtown Covina. In conjunction with the Citrus Valley Medical Center, these uses comprise a regionally significant concentration of health care services, bringing jobs and some revenue to Covina. There is a significant opportunity to take greater advantage of this regional resource, providing physical and economic connections between the medical facilities and the rest of the downtown. Health care industry employees represent a potential market segment for housing in downtown Covina – perhaps with the opportunity of developing housing above medical office buildings. The City and Medical Center staff could cooperatively manage future expansion plans at the Medical Center and plans for the redevelopment of the downtown toward a mutual benefit.

An opportunity exists to reclaim developable land by focusing medical services vertically (building upward) rather than outward.

A challenge for the City will be to increase involvement by the Medical Center and medical workers in downtown life and business. Many of the individuals contacted during early public outreach believe that physical and economic connections are currently weak between the Medical Center, associated health services uses, and the rest of downtown Covina. Better pedestrian access could provide a more inviting atmosphere for workers to come downtown.

d. Changing Nature of Commercial/Industrial Activity

Town Center is an established office location. The downtown area has the advantage of having existing buildings that could be adaptable to office use, and that also provide an alternative to the kind of generic, high-density office buildings that prevail along the I-10 corridor. The downtown environment, with its compact design, dining with outdoor seating, pedestrian amenities, and historic façades, also offers an alternative setting to the other types of office parks common in the region.

Town Center also has an existing base of industrial buildings. Although these are not necessarily attractive in their present form, they could potentially represent an alternative type of space that could, with some work, be attractive to the kind of employers desired in the city. The existing underutilized industrial space in the vicinity of the rail line could potentially be a candidate for a “makeover” into visually interesting spaces suitable for firms engaged in activities related to emerging technologies. The intent with this concept is to marry the evolving and appealing urban environment with work space that has the character of being flexible in terms of what it could accommodate, relatively affordable, and otherwise compatible with an incubating company.

The changing nature of production and communications technologies are blurring the distinctions between “office,” “industrial,” and “retail” activities. While these land uses have traditionally been thought of as distinct, modern office/industrial/retail developments are often hybrids. The northern Specific Plan Area currently zoned for industrial use could accommodate a mixture of land uses in which the production, sales, and administrative functions occur within the same building or on the same block, perhaps even in combination with residential uses (as illustrated by live-work and artist loft development models that are emerging in many urban centers).

e. Downtown Covina as a Cultural Center

The Covina Playhouse reconstruction will be a substantial attraction to downtown. Other entertainment and cultural attractions could build upon the Playhouse. A proposed performing arts center as part of the Civic Center focus east of Citrus Avenue could further increase downtown's draw as a cultural center. A challenge for the City is to provide suitable sites for current and future performing arts and live entertainment venues. As an example, the Fret House has been looking for another location to bring live performing acts to downtown Covina.

3. Demographic Trends ¹⁷

a. Household Composition and Housing Demand

Covina could expect to attract approximately 2,300 to 3,500 housing units between 2004 and 2015, about 14 percent of the projected demand housing in the East San Gabriel Valley (ESGV) market area. To the extent that the development densities increase in Covina, the city's share of ESGV demand could increase.

Assuming that the Town Center would be a focal point of increased residential densities (as described below); the downtown share of citywide housing demand could be as much as 15 to 25 percent (approximately 350 to 900 housing units). There are a number of factors that contribute to this demand, such as the growing senior population and desire of young professionals and older, pre-retirement "empty nesters" to live in urban environments. An attractive, fully functional downtown that includes additional goods and services for a resident population and provides quality residential environment could attract a broad segment of population.

Experiences in other San Gabriel Valley communities, previous case studies prepared by the Southern California Association of Governments, and interviews with local housing developers suggest that projects with residential densities in the range of 20 to 35 units per acre are realistic for the Specific Plan Area. Based on current land values in the Plan Area, the existing maximum allowable residential density of 22 units per acre is probably high enough to allow for financially feasible development of at least some types of residential projects. However, the consensus among the interviewed developers is that slightly higher densities (i.e., in the high 20s to mid 30s) would make the area attractive for a wider range of residential projects (especially in the future as land values increase in response to the downtown's enhanced image).

Even under the most optimistic residential development assumptions, the increase in direct demand for retail and commercial service space in the downtown area from additional downtown residents will be modest, perhaps no more than 14,000 to 15,000 square feet. Successful revitalization of downtown Covina will require that merchants attract a greater share of discretionary income from residents outside downtown.

There are opportunities to create housing for the local workforce, particularly those who desire to work and live in or near downtown Covina, not only for low- and moderate-income workers, but also for middle-income and upper-income workers. The success of the City's downtown

¹⁷ Conclusions on demographic trends are drawn largely from "Real Estate Market Study for Covina Town Center Specific Plan," The Natelson Company, Inc., April 2004

revitalization strategy will require a range of housing types to meet the needs of as broad a segment of the population as feasible at all income levels.

4. Government and Private Management Institutions ¹⁸

Most local government offices, community institutions, and several religious institutions are located downtown. Local leaders associated with these institutions can play an important role in developing consensus around a vision for the future of downtown Covina. The presence of several important civic and community institutions downtown can be a source of stability in an area that could experience substantial land use change in the future.

Some of the individuals contacted during the public outreach process indicated that better public and private leadership could improve planning and management of downtown revitalization. Such leadership is essential to ensure maximum value on public investments, compatibility between private and public improvements, and synergistic relationships among different types of development. This function is especially important for Covina, in that constraints to development could occur based on the condition and capacity of infrastructure and public utility systems.

Management coordination through public-private partnerships is also essential to a successful downtown, such as through a merchants' association, Main Street program, or similar mechanism. Some individuals contacted through early public outreach have suggested that the collaboration and leadership between/among the City and local business groups could be improved to:

- Better coordinate hours of operation, events and other promotional activities, the use of the sidewalks, maintenance practices, etc.;
- Promote the best mix of merchants, in the most suitable locations; and to represent the merchants' interests in general; and
- Provide better mechanisms to fund the improvements, and to manage the improvement districts or other mechanisms that will provide at least some of the funding sources.

A challenge for this City will be to better coordinate and stimulate organizations such as the Downtown Association and the Parking Board to take a more active role in downtown revitalization.

Another challenge for the City in facilitating housing or mixed-use development in and near downtown is to create certainty for the development community by:

- Having a clear vision for the types of housing it wants and appropriate locations;
- Identifying site conditions that could create impediments and proposing solutions;
- Conducting a preliminary analysis (a general pro-forma) that it can market to developers showing the showing financial feasibility of housing;
- Completing preliminary planning and environmental work to streamline, reduce risk, and reduce cost for the developer; and
- Creating an efficient, expeditious, and predictable permitting system.

¹⁸ Most of conclusions regarding management structures come from "Real Estate Market Study for Covina Town Center Specific Plan," The Natelson Company, Inc., April 2004

IV. POLICY AND REGULATORY CONTEXT



CHAPTER IV

POLICY AND REGULATORY CONTEXT

IV. POLICY AND REGULATORY CONTEXT

The Town Center Specific Plan is based on policies contained in the 2000 Covina General Plan update. The Specific Plan further refines General Plan policies by incorporating concepts contained in the 2002 Downtown Conceptual Master Plan, which was the product of rather extensive public outreach and City staff work. The Master Plan process produced two options: one involving a central park concept and one involving a town center concept. The City's consultant, in 2001, was directed by the Covina Redevelopment Agency Board to complete a conceptual plan using the town center concept.¹ The resultant Downtown Conceptual Master Plan, although formally adopted by the City, was the product of City Council direction.

Development of this Plan included analysis of the existing City Zoning Ordinance and Downtown Design Guidelines (last updated in 2001). This Specific Plan includes recommendations for amending these policy documents to ensure continued consistency among City policies and to promote Specific Plan objectives. Specific Plan policy also considers City regulations and financing strategies relevant for downtown, including the Downtown Business Area Enhancement District and Downtown Parking District #1.

Chapter 11 of the City Municipal Code describes the site plan review process, through which many City policies having to do with land use change are implemented. The following sections describe relevant planning efforts, highlighting their relationship with activities pursued under this Specific Plan.

A. COVINA GENERAL PLAN

The General Plan update was adopted by the City in 2000, although the Housing Element was last updated in 1994. The General Plan covers the ten-square-mile Planning Area of Covina. The Plan contains chapters addressing land use, circulation, housing, natural resources and open space, safety, and noise, and establishes the city's goals and accompanying policy direction for each of these issue areas and related topics. Since the city is mostly built out, the General Plan focuses on policies to guide redevelopment, a small amount of new development, and future needs for public services and public facilities.

The 2000 General Plan reduced the amount of land available for medium- and high-density residential development to protect single-family neighborhoods and maintain single-family residential development as the predominant use of land. Key circulation policies include a system of transportation that preserves the low-density character of the community and furthers the unique character of the downtown area.

¹ Covina Redevelopment Agency Agenda Item Commentary. February 5th, 2001.

1. Vision

The General Plan recognizes that the city is mostly built-out, but that reuse and revitalization of the downtown area is important to Covina's future. The City recognizes that its employment base is unique among San Gabriel Valley suburbs, and it wishes to maintain adequate jobs and commercial activity in balance with residential opportunities. Maintenance of a high quality of life is a major theme of the General Plan. The General Plan recognizes the central importance of downtown Covina, and various goals, policies, and implementation programs are presented that promote development and redevelopment, quality of life, level and quality of public services and facilities for downtown.

2. Goals

General Plan goals lay a framework within which General Plan policies and other key City policies are established. Each Element of the General Plan has one primary goal, and all of these goals are relevant to the development of a Specific Plan for the downtown. The goals, though intended to be "a condition toward which the community wishes to advance" citywide, can also be interpreted to have some specific meaning for the downtown area.² Though some goals would obviously be applied in a uniform fashion citywide, such as the Safety Element goal, other goals would be implemented differently in the downtown area than in the rest of the city, recognizing the special function, history, and existing conditions downtown. For example, the City's policies related to taking advantage of the Metrolink Commuter Train Station, accommodating mixed-use development, preserving low-density character, and preserving historic structures and districts would be implemented differently downtown than in other areas.

The purpose and contents of each of the General Plan elements is described below:

- The Land Use Element of the General Plan is intended to provide development and redevelopment opportunities to support a desirable future land use mix, and maintain and enhance the quality of life available to the city's residents.
- The Circulation Element is intended to provide a transportation system balanced among different modes that is safe and effective for residents and business.
- The Housing Element addresses the housing needs of Covina's current and future residents in a framework that is informed by, and acceptable to, the community.
- The Natural Resources and Open Space Element is designed to provide a balanced system of recreational opportunities for Covina's residents and functional open space.
- The Safety Element is intended to avoid property damage, injury, economic loss, and loss of life associated with natural hazards (such as seismic activity, flooding, or wildfire) unsafe buildings conditions and other hazards associated with the built environment, and inadequate emergency response.

² City of Covina. *General Plan*. 2000. Page 4.

- The Noise Element seeks to avoid adverse impacts associated with noise.

The General Plan identifies existing issues the community wishes to address, describes the desired type and amount of development and redevelopment (and implements with standards and requirements), and outlines the public facilities and services that will be necessary to accommodate this development and redevelopment, as summarized below.

a. Key Existing Issues

Several key existing issues relevant for downtown Covina were identified within the several of the General Plan elements. Many of the same issues were identified during the public outreach process, and include:

- Revitalizing downtown with a greater variety of retail, links to the Metrolink, and mixed-use development (page A-3);
- Preservation of historic buildings (page A-4);
- Preserving existing parks (page A-4);
- Accommodate new and expanded commercial and industrial developments (pages A-4 and A-5);
- Dealing with nonconforming uses, such as housing in industrial areas (page A-5);
- Accommodating lower- and moderate-income housing (page A-5);
- Focusing on the downtown as the economic and social center of Covina, promoting a pedestrian-friendly environment and vehicle trip reduction (A-6);
- Exploring new funding sources for financing infrastructure/public facility improvements;
- Maintaining the city's aging infrastructure, especially streets;
- Ensuring that streets and infrastructure continue to accommodate public transportation routes and stops;
- Maintaining and considering enhancements to downtown transportation systems and parking to facilitate pedestrian movement and safety;
- Maintaining and continuing to accommodate new retail and mixed-use development downtown without overburdening the transportation systems;
- Addressing downtown segments of local roadways that are at or above capacity (see also Chapter III of this document for description of traffic conditions); and
- Addressing parking needs downtown through requirements of the Zoning Ordinance.

3. Relevant Policies and Implementation Measures: Relationship to Specific Plan

The General Plan, through its six elements, establishes policies for private and public land uses other activities within Covina. Many of the policies and associated implementation measures are relevant to the Town Center Specific Plan

Policies, which are summarized in Table IV-1 below, address deficiencies in public services and important planning issues associated with the downtown. The majority of the policies included in the Land Use and Circulation elements of the General Plan support the policies and strategies developed during preparation of this Specific Plan. Minor amendments to particular policies as they

apply to downtown Covina, such as FAR ratios and density ranges, are included as part of the Specific Plan to facilitate achievement of the overall General Plan and Specific Plan goals of revitalizing downtown. Implementation of the Specific Plan may also require the City to follow special guidelines for traffic level of service based a balancing of the need to provide traffic infrastructure with economic development, affordable housing development, and other important goals of the City.

Table IV-1
Land Use and Circulation Element Policies and Implementation Measures and Relevance to Specific Plan

Element	Policy/Implementation Measure		Relationship to Specific Plan
Land Use	Policy 6), Objective 1, General Land Use	Facilitate infill development, development of vacant and underutilized parcels	Consistent with and implemented by adoption of the Specific Plan
Land Use	Policy 7), Objective 1, General Land Use	Require new or expanded uses to provide buffers to protect single-family residential uses	Consistent with Specific Plan, which contains standards to address the transition from downtown to residential neighborhoods.
Land Use	Policy 13), Objective 1, General Land Use	City should be receptive to development applications that include affordable housing or well-recognized business	Consistent with and implemented by adoption of the Specific Plan
Land Use	Policy 14), Objective 1, General Land Use	Require that infill is regulated by policies related to air quality, recycling, hazardous waste, trip reduction, congestion management, water quality, stormwater runoff, housing, transportation, and circulation	Policies within the Specific Plan seek to address these issues. Policies related to transit-oriented development and walkable communities seek to reduce reliance on private vehicles. However, the General Plan policy for Level-of-Service "D" may not be achievable under any development alternative in downtown that seeks to increase economic activity and the resident population.
Land Use	Policy 15), Objective 1, General Land Use (and Policy f, Objective 4, see also Circulation Element Policy 7, Policy Area 3; Housing Element Policy y., Housing Topic Area 3)	Take advantage of Metrolink stop near downtown by accommodating mixed-use development (that includes housing for working professionals and lower-income households), businesses to serve transit commuters, and attractive public and private improvements – using a village concept	Consistent with and implemented by adoption of the Specific Plan
Land Use	Policy 23), Objective 1, General Land Use	Preserve significant architectural, historic, and cultural resources, such as the Adams Park neighborhood	Consistent with and implemented by adoption of the Specific Plan and the Specific Plan EIR

**Table IV-1
Land Use and Circulation Element Policies and Implementation Measures and Relevance to Specific Plan**

Element	Policy/Implementation Measure		Relationship to Specific Plan
Land Use	Policy 26), Objective 1, General Land Use (see also Policy 1., Objective 5)	Require developers to mitigate impacts through street improvements and public dedications	Consistent with and implemented by the Specific Plan.
Land Use	Policy 1), Objective 1, Residential	Permit development at levels that reflect current and desired future development and that will not exceed City's ability to provide street capacity and other public facilities and services	Consistent with and implemented by adoption of the Specific Plan
Land Use	Policy 20), Objective 1, Residential	Acknowledge and monitor sites identified in Housing Element as appropriate for affordable housing	Consistent with and implemented by adoption of the Specific Plan
Land Use	Policy 2), Objective 1, Residential	Maximum net intensities for high density housing land use designations of 22 units per acre except where higher densities would promote community goals, objectives, and other policies (see also Land Use Element, Objective 2, Residential, Policy 18)	Implemented by the Specific Plan through policies that acknowledge the unique opportunities in downtown that make it appropriate for residential densities at more than 22 dwelling units per acre
Land Use	Policy 2), Objective 1, Commercial and Industrial	Maximum net intensities for town center at floor area ratio of 2.5, 2.0 for industrial land use designations, except where higher densities would promote community goals, objectives, and other policies (see also Land Use Element, Objective 2, Commercial and Industrial, Policy 13)	Implemented by the Specific Plan through policies that acknowledge the unique opportunities in downtown where floor area ratios greater than 2.5 may be appropriate
Land Use	Policy 9), Objective 1, Commercial and Industrial	Ensure that level and timing of development doesn't impede provision of street capacity or other public services	Implemented by the Specific Plan through the Implementation Chapter, which includes financing mechanisms for public facilities and services. As noted above, pursuit of downtown revitalization objections may make achievement of General Plan goal for Level-of-Service "D" unattainable
Land Use	Policy 10), Objective 1, Commercial and Industrial	Revitalize downtown with a greater variety of retail, encourage uses that attract people downtown and contribute to fiscal health of City, and use	Consistent with and implemented by adoption of the Specific Plan

Table IV-1
Land Use and Circulation Element Policies and Implementation Measures and Relevance to Specific Plan

Element	Policy/Implementation Measure		Relationship to Specific Plan
		principles of livable cities (low VMT, etc.)	
Land Use	Policy 17), Objective 1, Commercial and Industrial	Revitalize deteriorating commercial and/or industrial sites using City, Redevelopment Agency, private, or other resources	Consistent with and implemented by adoption of the Specific Plan
Land Use	Policy 18), Objective 1, Commercial and Industrial	Develop a Town Center/Downtown Specific Plan	Implemented by developing this Specific Plan
Land Use	Policy 5), Objective 2, Other Uses	Coordinate with school district, utility providers, and other public agencies to further City goals	Consistent with and implemented by adoption of the Specific Plan
Land Use	Policy g., Objective 3	Continue to use CDBG, redevelopment set-aside, neighborhood preservation, and other funds outlined in Housing Element to finance affordable housing	Consistent with and implemented by adoption of the Specific Plan
Land Use	Policy h., Objective 3	Remove blight and encourage economic activity within redevelopment areas	Consistent with and implemented by adoption of the Specific Plan
Land Use	Policy l., Objective 3 (also Policy r., Objective 4)	Enforce Zoning and Design Guidelines to promote architectural integrity, etc., except in certain affordable housing, planned developments, overlay districts, and other areas where City goals, objectives, and policies would be furthered by a departure from Zoning and/or Design Guidelines	Consistent with and implemented by adoption of the Specific Plan
Land Use	Policy n., Objective 3	Maintain downtown's pedestrian-friendly atmosphere	Consistent with and implemented by adoption of the Specific Plan
Land Use	Policy b., Objective 5	Assess impacts of additional housing through site plan review process, ensuring that new development does not reduce law enforcement or fire protection services below acceptable levels	Consistent with and implemented by adoption of the Specific Plan
Land Use	Policy j., Objective 5	Require defensible space and design related enhancements in medium and high-density residential, commercial, and industrial projects to reduce the impacts to law enforcement	Implemented through Specific Plan policies and downtown design guidelines.

Table IV-1
Land Use and Circulation Element Policies and Implementation Measures and Relevance to Specific Plan

Element	Policy/Implementation Measure		Relationship to Specific Plan
		services	
Land Use	Policy m., Objective 5 (see also Policy p., Objective 5)	Use CDBG, Redevelopment monies, and other non-General Fund funding sources to pay for necessary street improvements	Consistent with and implemented by adoption of the Specific Plan
Circulation	Policy 18, Policy Area 1	Conduct focused traffic studies for areas such as Citrus Avenue, San Bernardino Road, and Badillo Street downtown	Consistent with and implemented by the Specific Plan EIR
Circulation	Policy 19, Policy Area 1	Consider making needed capacity increases or other transportation improvements within the current street area and/or right-of-way	Consistent with and implemented by the Specific Plan and EIR
Circulation	Policy 20, Policy Area 1	Continue encouraging pedestrian and public transportation improvements	Consistent with and implemented by the Specific Plan
Circulation	Policy 1, Policy Area 3	Maintain and continue to make corridor improvements downtown, including synchronizing signals, adding off-street parking, improving parking lot security, and linking businesses with parking	Consistent with and implemented by the Specific Plan
Circulation	Policy 3, Policy Area 3	Extend angled parking on Citrus Avenue north past San Bernardino Road	Specific Plan may or may not be consistent with this policy, depending on overall traffic circulation and parking scheme for the Specific Plan.
Circulation	Policy 4, Policy Area 3	Facilitate downtown pedestrian circulation with improvements to safety, lighting, and disabled access	Consistent with and implemented by the Specific Plan
Circulation	Policy 5, Policy Area 3	Balance traffic issues with economic development needs when considering street improvements to Citrus and other downtown streets	Consistent with and implemented by the Specific Plan
Circulation	Policy 5, Policy Area 5	Balance the City's obligation to address traffic and other infrastructure deficiencies with the need to accommodate residential and nonresidential growth, community economic development, commercial revitalization, neighborhood	Consistent with and implemented by the Specific Plan

Table IV-1
Land Use and Circulation Element Policies and Implementation Measures and Relevance to Specific Plan

Element	Policy/Implementation Measure		Relationship to Specific Plan
		preservation, and affordable housing	
Circulation	Policy 12, Policy Area 6	Continue to use funding from the Downtown Parking District to maintain and develop parking downtown	Consistent with and implemented by the Specific Plan
Housing	Policy k., Housing Topic Area 1 (and Policy g., Housing Topic Area 2)	Follow General Plan and Zoning density and development standards and Design Guidelines except where community goals, objectives, and policies are best furthered	Consistent with and implemented by the Specific Plan
Housing	Policy b., Housing Topic Area 2	Accommodate new housing that reflect the use, scale, and character of existing surrounding or planned housing	Implemented through Specific Plan policies for residential and mixed-use development at a density and scale compatible with pedestrian- and transit-oriented development patterns.
Housing	Policy d., Housing Topic Area 2	Consider mixed-use housing as appropriate in and around the downtown area	Consistent with and implemented by the Specific Plan
Open Space and Natural Resources	Policy c., Policy Area 2	Preserve existing mature trees as part of proposed development or redevelopment project	Consistent with and implemented by the Specific Plan
Open Space and Natural Resources	Policy a., Policy Area 1	Preserve all existing local parks and ballfields through General Plan and Zoning designations	Consistent if the existing Civic Center Park is retained or an equivalent open space developed
Noise	Policy 1, Policy Area 1	Examine noise environment of proposed residential development within 60 Ldn noise contours to ensure compatibility	Consistent with and implemented by the Specific through design guidelines to reduce interior noise levels, when feasible, to meet the General Plan standard
Noise	Policy 25 and 26, Policy Area 2	Require design of mixed-use structures and residential structures sharing walls with commercial uses to prevent the transmission of noise and vibration from the commercial use to the residential use	Consistent with and implemented by the Specific Plan
Noise	Policy 27, Policy Area 2	Orient mixed-use residential units away from major noise sources, to the greatest degree possible	Consistent with and implemented by the Specific Plan

4. General Plan Land Use Relevant to Specific Plan Area

a. Land Use Designations Downtown

Land use designations in the Specific Plan Area include the following (as shown in Figure IV-1):³

- Town Center Commercial
- Industrial
- High-Density Housing
- Park

Town Center Commercial land uses are intended to be some of most intensely developed properties in the City, with floor area ratios (FAR) of up to 2.5 and mixed-use projects with residential portions of up to 22 units per acre are acceptable. Exceptional projects that benefit the City's efforts to revitalize the downtown with proposed FAR of more than 2.5 may be deemed acceptable. Specialized retail and service businesses that complement the unique character of the downtown are permitted. The City encourages land uses that generate daytime and nighttime activity for the downtown.

Industrial land uses include manufacturing, processing, assembly, and warehousing activities, in addition to related or similar uses. Maximum development intensity is 2.0 FAR though exceptional development proposals may be granted additional development intensity through consideration by the City of high economic benefit, architectural integrity, image enhancement benefits for certain areas of the city, street vitality, and other criteria contained in the Land Use Element of General Plan and other adopted City policies.

High-Density Residential provides opportunities for apartments, condominiums, townhomes, mobile homes, and other residential structures with a density range of 14.1 to 22 dwelling units per acre (not including any available density bonus).

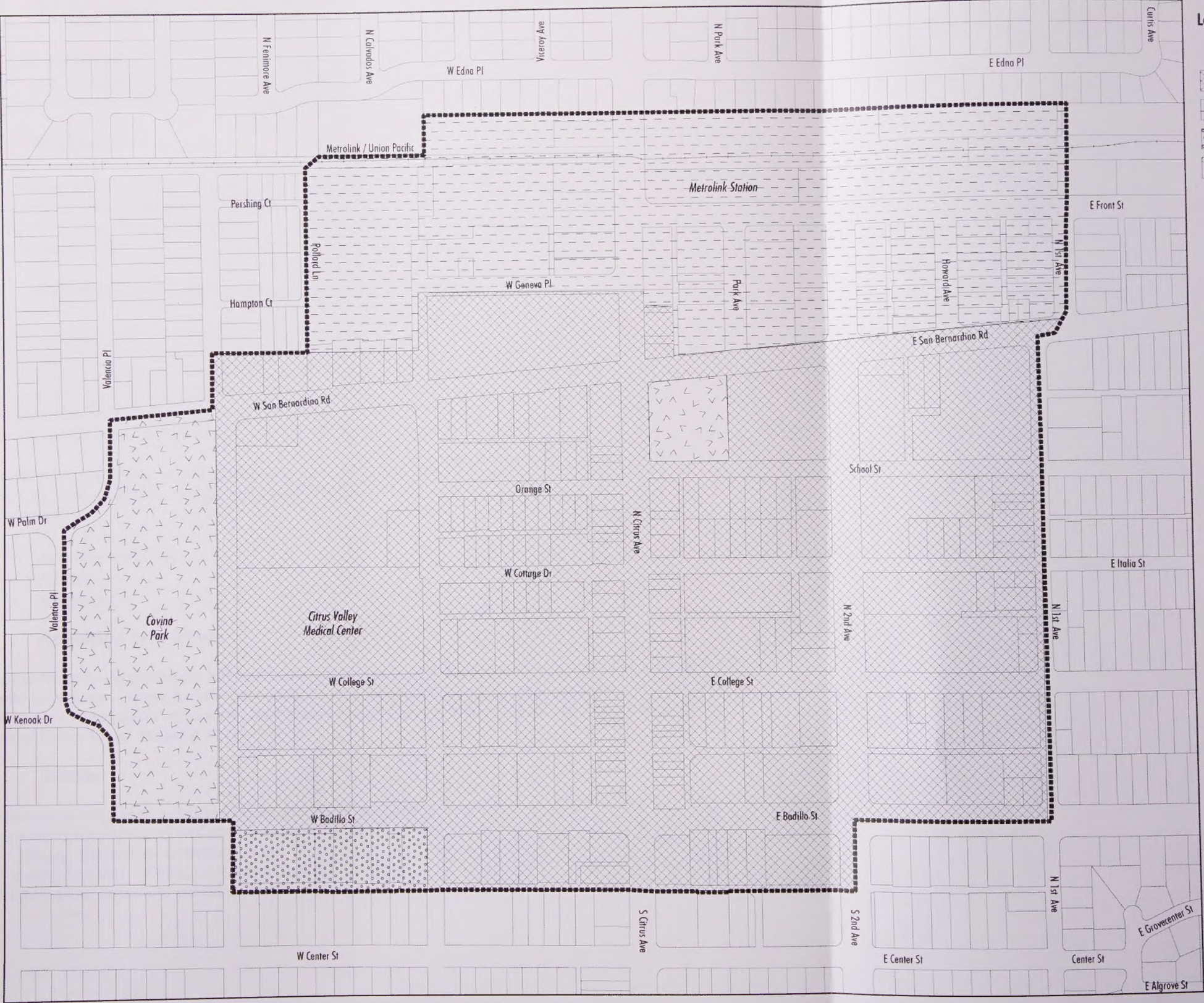
The **Park** land use designation includes both passive and active recreational facilities.

b. Special Intensity Allowance

The City anticipated in the General Plan certain situations where exceptions to the established density ranges would promote overriding growth and revitalization goals.⁴ Exceptions would be available for certain affordable housing projects, projects that achieve economic development goals of the City, projects with extraordinary architectural integrity or aesthetic benefits, and other both residential and nonresidential projects. Specific Plan policies are based on the premise that the achievement of economic, housing, and revitalization objectives for the downtown meet the General Plan's definition of overriding growth and revitalization goals that make it appropriate to consider higher densities in the Specific Plan area.

³ City of Covina. *General Plan*. 2000. Pages A-32, 33.

⁴ Ibid. 2000. Page A-42.



Legend

- Town Center Commercial
- General Industrial
- High Density Housing
- Park



0 125 250 500 750 1,000 Feet

Figure IV-1
General Plan Designations

COVINA TOWN CENTER SPECIFIC PLAN

B. 2002 DOWNTOWN CONCEPTUAL MASTER PLAN

The City developed a Conceptual Master Plan, dated February 2002, to guide future development of the area bounded by the Metrolink rail line on the north, Second Avenue on the east, Badillo Street on the south, and Third Avenue on the west (Figure IV-2).

1. Vision

The Master Plan envisions several mixed-use projects being developed downtown, as well as a defined Civic Center complex centered on a town square. The Plan encompasses the community's desire to vitalize the downtown and encourage private investment and redevelopment of the historic center of the city.

2. Guiding Principles and Planning Issues

The Master Plan is the product of coordination with, and information gathering from City staff, as well as extensive public outreach to identify opportunities and constraints for development and redevelopment downtown. Using city staff direction, information from developers, citizen input, and employing design principles, the City developed the Conceptual Master Plan to promote symbiotic relationships between existing and future transit opportunities, civic and public buildings, and future mixed-use development to create a more vital, active downtown.

Several planning issues for the downtown were identified through community outreach, interviews with City staff, and analysis of existing documents. These planning issues can be divided into three categories:

- Activities and Uses
- Access
- Aesthetics

a. Activities and Uses

The community expressed an interest in several activities and land uses that would be beneficial to a vital downtown. These included a venue for musical and film presentations, a farmer's market, art and crafts shows, public restrooms, and mixing of land uses in future private development projects west of Citrus Street (housing above retail).

b. Access

Pedestrian access and circulation issues are also important to the future of downtown Covina. Two suggestions for improved pedestrian access included an open space link between City Hall and the City Library, pedestrian amenities along Citrus Street, and connections between Covina Park and the medical center. Parking for future private development projects and for the public was also identified as an important planning issue.

c. Aesthetics

Aesthetic considerations are also important to promote a vital downtown and encourage private investment and maintenance of existing investments. In particular, symbolic entrances to downtown along Citrus from the north and south are needed, according to the community. The streetscape improvements and parking improvements recently completed along Citrus Avenue in the heart of the downtown should be extended northward to the rail line, according to the Conceptual Plan. Visibility of important public buildings is also important, especially visibility of the City library and park from Citrus.

3. Plan Features

The Conceptual Master Plan includes several features (Sheet A-1 of the Plan), including:

a. Retail/Mixed Use Projects

- A mixed-use project between School Street and San Bernardino Road at Citrus Avenue on site of existing City park
- Mixed-use potential west of Citrus Avenue between Orange Street and the railroad line
- Mixed use project at Second Avenue and College Street
- Additional retail development along Citrus Avenue

b. Infrastructure/Facilities

- Citrus Avenue streetscape improvements extended north to railroad line
- Parking reconfigurations to accommodate new civic and private projects
- Civic Center Park (Civic Park) on Citrus Avenue between Italia and School Streets
- Relocate City Hall parking lot to allow entry plaza from Italia Street south to existing courtyard
- Future City office building south of the existing City Hall entry plaza



Legend

- Mixed Use
- Retail
- Public Infrastructure
- Office/Civic
- Parks



No Scale

SOURCE: RNL Design, 2002 Downtown Conceptual Master Plan

Figure IV-2
2002 Downtown
Conceptual Master Plan
COVINA TOWN CENTER SPECIFIC PLAN

C. REDEVELOPMENT PLANNING

The Covina Redevelopment Agency (the Agency) is in the process of implementing redevelopment plans for three project areas downtown (Figure IV-3). Project Area #1 has several sites throughout Covina, including an area of downtown bounded by San Bernardino Road, Third Avenue, College Street, and Fourth Avenue. Project Area #2 also has several sites throughout the city, including a large area downtown mostly south of the rail line between Citrus Avenue and Commercial Avenue.

As with all redevelopment project areas in California, the primary purpose of establishing such plans is to remove blighting conditions and promote affordable housing development. Approximately \$2.3 million is available in set-aside funding for affordable housing from Agency-wide tax increments, according to the most recent Department of Housing and Community Development annual report.

Other important goals of the Agency that relate to the Town Center Specific Plan include:

- Encourage stakeholder participation
- Encourage private sector investment
- Diversify and expand economic base and employment opportunities
- Promote compatible commercial and residential development
- Facilitate revitalization of the core commercial area
- Improve community facilities and public infrastructure
- Expand resources for land development (including redevelopment)
- Coordinate revitalization and community development activities
- Address traffic and parking deficiencies
- Provide affordable housing ownership opportunities

Ongoing Redevelopment Agency activities include:

- Development of affordable housing, including a 31-unit affordable project expected to be completed in 2005
- Operation of affordable housing projects
- Low-interest loans and subsidies for affordable housing construction
- Housing rehabilitation loans
- Rental subsidy program, including 47 senior units and two female headed households in 2003
- Affordable housing preservation loans (including 178 units at Cienga Gardens, 1211 Lyman Avenue)

The Redevelopment Agency administers a *Capital Improvement Program* (CIP) for each project area to implement its plans and policies. This CIP includes improvements projects in the downtown area, including:

- Citrus Avenue Auto Center – marketing and development of agency-owned land, bearing cost of property pending development by private sector

- Centennial Project – mixed-use development, including housing downtown
- Storefront Improvement Rehabilitation Reimbursement Program
- Acquisition and marketing of property
- Acquisition of property and management of replacement housing projects
- City office parking
- Improvement of public buildings

D. ZONING AND DESIGN GUIDELINES

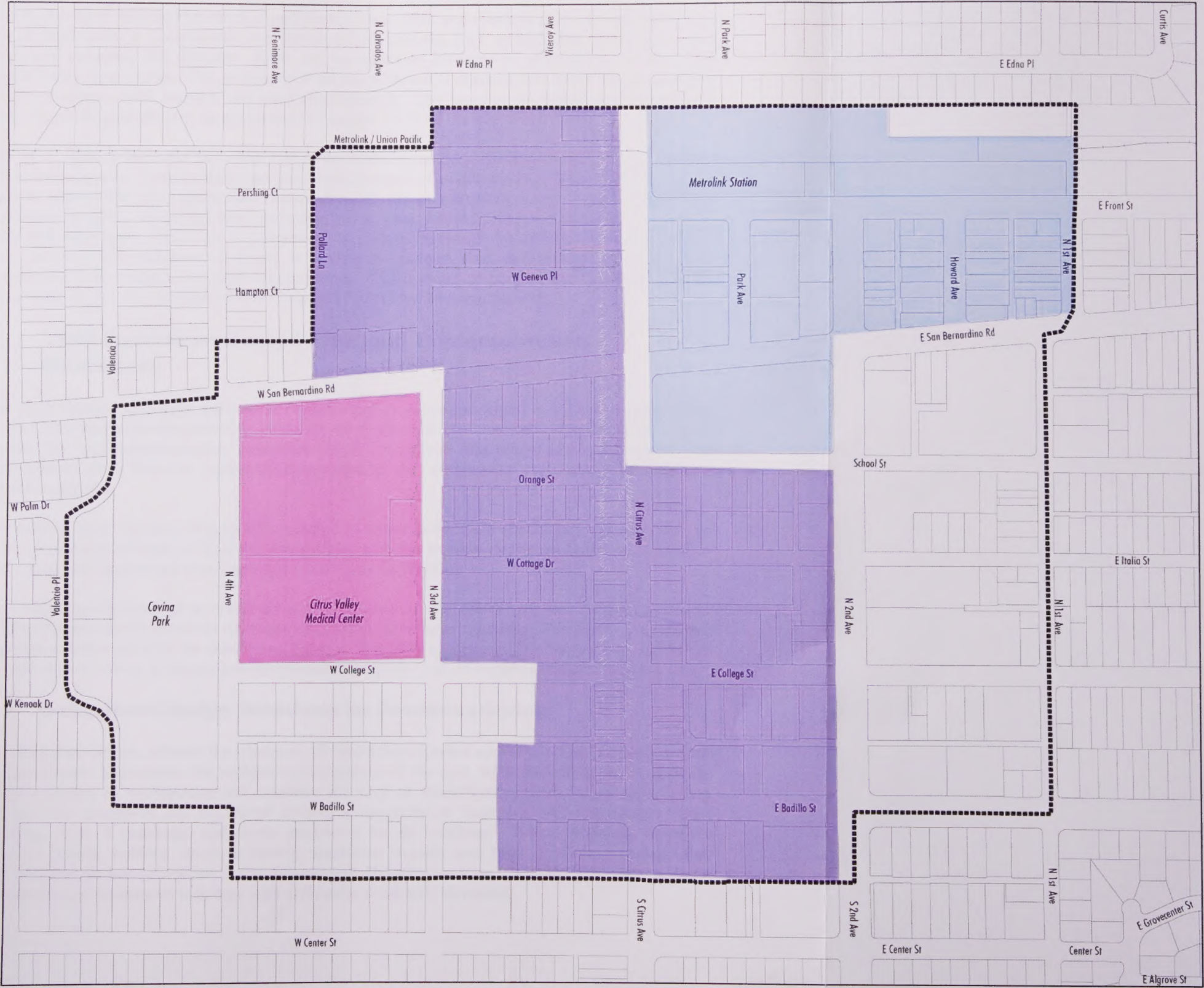
1. Description of Relevant Zones and Development Standards

Zoning Districts in the Specific Plan Area include the following:

- **R-1-7500** Residential Zone (single-family)
- **C-5** Commercial Zone
- **TC-P** Town Center Medical and Professional Office Zone
- **TC-C** Town Center Commercial Zone

The **R-1-7500** zone is intended for single-family residential uses. The zone as designated within the Specific Plan area (as shown on Figure IV-4) is developed with Covina Park and some residential development west of the park. Uses are limited to single-family residences, in-home businesses, and uses with similar impacts. More intense uses, such as churches, golf courses, day care and educational facilities, and similar uses are allowed under a Conditional User Permit (CUP) process. Development standards for this zone include a minimum lot size of 7,500 square feet, 60-foot lot width minimum for interior lots, and 67.5-foot lot width minimum for corner lots, with special lot standards for reversed corner lots and lots abutting freeways, public schools, recreation areas, railroad rights-of-way, and cul-de-sac lots. The maximum land coverage is 35 percent and the height limit is 2½ stories or 35 feet, whichever is less. The minimum ground floor area of a residential dwelling developed in this zone is 1,100 square feet. Front yards must be at least 25 feet, side yards must be five feet, and rear yards must be 25, with certain exceptions. Two off-street parking spaces are required for single-family dwellings in Covina.

The **C-5** zone is intended for highway-related commercial uses. Uses are limited to offices and commercial operations, while manufacturing uses are generally prohibited. More intense and more closely regulated uses are allowed under a Conditional User Permit (CUP) process, such as liquor sale establishments, auto repair shops, car washes, and similar uses. There are no minimum lot sizes or minimum lot widths. The height limit is 35 feet. Where this zone abuts residential or agricultural zones or a public park, a setback of 25 is required, as is a solid masonry wall of between five and six feet in height. The number of parking spaces required varies depending on the use, as presented in Chapter 17.72 of the Municipal Code.



- Legend**
- Specific Plan Boundary
 - Parcels
- Redevelopment Project Areas**
- Project #1
 - Project #2
 - Downtown Annex

Figure IV-3
**Redevelopment Project Areas
Within Specific Plan Area**
COVINA TOWN CENTER SPECIFIC PLAN

The **TC-P** zone is intended for medical and professional office and research uses. Certain other uses are allowed under a Conditional User Permit (CUP) process, such as churches, book shops, day cares and nurseries, and libraries. There are no minimum lot sizes or minimum lot widths. The height limit is four stories. The architectural board of review is charged with determining proposed uses' compliance with setback and yard requirements. The number of parking spaces required varies depending on the use, as presented in Chapter 17.72 of the Municipal Code.

The **TC-C** zone is intended for retail and other commercial uses consistent with the character of downtown Covina. Certain other uses are allowed under a Conditional User Permit (CUP) process, such as automobile sales, liquor sales establishments, drive-up facilities, outdoor cafés, educational and health facilities, residential uses (excluding the first two floors in conjunction with a commercial use), and other uses. There are no minimum lot sizes or minimum lot widths. The height limit is four stories. The architectural board of review is charged with determining proposed uses' compliance with setback and yard requirements. The number of parking spaces required varies depending on the use, as presented in Chapter 17.72 of the Municipal Code.

2. 1988 Downtown Design Plan and Implementation Guidelines

The 2001 Design Guidelines followed a complementary effort concluded in 1988 to ensure vitality of the City's downtown by providing guidance for its physical characteristics. The 1988 *Downtown Design Plan and Implementation Guidelines* (DDP) recognized that recent economic activity had shifted focus away from the traditional downtown to strip commercial development along major arterial roadways.

The Existing Land Use Map (Figure #3) included as a part of the DDP shows that little has changed in the downtown in terms of land use since 1988, with the notable exception of the MTA rail stop and substantial streetscape improvements undertaken by the City.

The DDP does not attempt to create an overriding style for the downtown, nor does the City wish to have this document constrain development activity or hamper creativity. The DDP is intended to maintain a distinct identity for downtown Covina. The DDP includes architectural design guidelines for downtown Covina, a streetscape revitalization program, and an implementation program.

a. Architectural Design Guidelines for Downtown Covina

The design guidelines address the character of downtown Covina and encourage property owners and developers to preserve the architectural elements of the past, while providing the flexibility to accept changes in architecture and consider the cost of rehabilitation/repair before proceeding. Architectural guidelines are organized around a hierarchy of standards and criteria for Type I buildings, Type II buildings, and some guidelines for all buildings. Type I buildings represent Covina's historic building stock or having restorable façades and Type II buildings being other buildings that do not contribute to the downtown's historic character. The document also includes an inventory of downtown buildings with architectural periods identified.

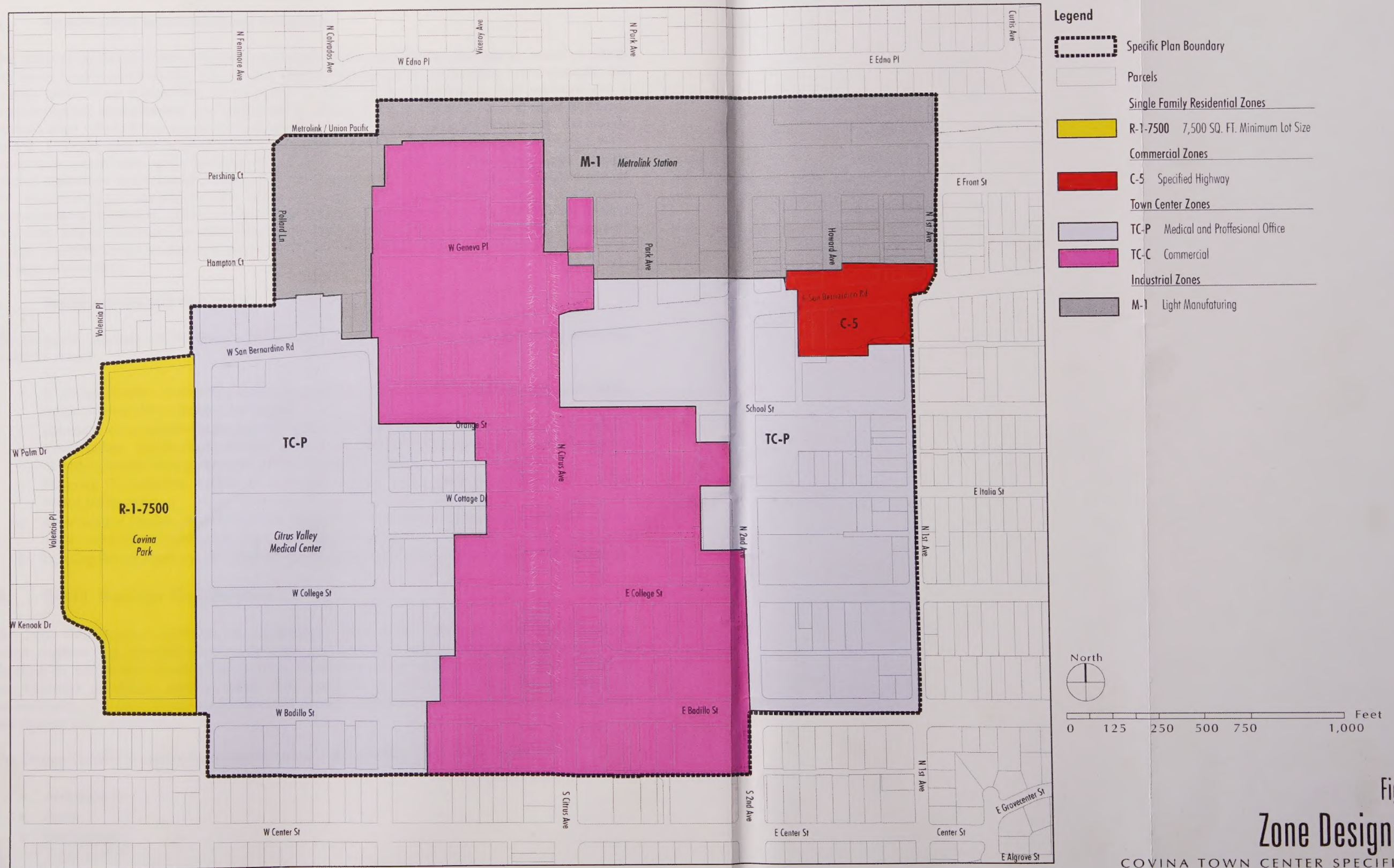


Figure IV-4
Zone Designations

COVINA TOWN CENTER SPECIFIC PLAN

b. Streetscape Revitalization Program

The Streetscape Revitalization Program envisioned in the 1988 Design Guidelines, much of which has been implemented by the City, is one which, through public streetscape improvements, the historic main street theme that is conveyed by much of the downtown's built environment is complemented, strengthened, and broadened to unify otherwise disparate or unrelated buildings. Revitalization efforts focus on pedestrian amenities including crosswalk improvements, decorative paving, bulbouts and landscaped rights-of-way, street furniture, themed lighting, decorative trash receptacles, street trees, and other elements. A theme for signage in the downtown would include historic references and enhance a sense of place. Revitalization under this program also recognizes the importance of parking to the economic health of the downtown, and recommends improvements to existing parking areas, developing new surface parking lots, and adding parking structures where necessary to serve downtown parking needs. Parking should reflect integrated design elements similar to that recommended for the downtown streetscapes, such as landscaping, signage, and seating.

c. Implementation Program

The Design Guidelines are implemented through a design review process, including the following potential stages:

- A pre-application conference with City staff to outline submittal requirements and clarify requirements of the Design Guidelines;
- Submittal of application materials that describe the proposed project and allow the Planning Commission, Architectural Review Board, and Building Department to provide further direction, based on requirements of the Design Guidelines;
- Planning Commission Review (if necessary) would occur prior to Architectural Review Board (ARB) action;
- Architectural Review Board review is required for changes to signage and alteration of the visible portions of buildings in the Core Area of the City;
- Building Permit Issuance (if required) would occur not less than 10 days after ARB approval.

3. 2001 Design Guidelines

The 2001 City Design Guidelines are implemented through the City's site plan review process, which consists of a pre-application conference, plan submittal, review by City departments, and a decision by staff or the Planning Commission, depending on the type of submittal. The Guidelines are intended to ensure quality design and construction compatible with the existing built environment. The Guidelines supplement and do not supercede other City policies regarding land use change and construction.

The Design Guidelines pertain to seven elements of site and building development:

- Architecture
- Form
- Site Design

- Landscape Architecture
- Parking and Circulation
- Craftsmanship
- Signs

a. Architecture

Architectural guidelines address issues of style, materials, and colors, and emphasize compatibility with the existing built environment. Timeless design and balance is encouraged, along with features that provide a pedestrian scale for the building and site. Specific acceptable and non-acceptable materials are identified for walls, roofs, trim, fences, retaining walls, and patios, according to the land use. The Guidelines encourage conservative colors for the bulk of proposed buildings.

b. Form

The Guidelines have specific recommendations for parsing and adding adornment to otherwise monotonous building fronts. Setbacks of at least 40 feet for multi-family residential buildings is required for the second story, as identified for the RD zone in Section 17.28-120.B. of the Zoning Ordinance.

c. Site Design

This section is meant to supplement the Zoning Ordinance requirements for site layout, providing design-oriented guidance for land use types rather than for distinct zoning districts. Multi-family residential setbacks, according to this section, shall be greater than that required for single-family dwellings. Several other specific requirements apply to multi-family residential development:

- 50 percent of required open space (75 square feet per multi-family dwelling unit for RD zone) shall be at grade;
- At least 40 percent of required open space shall be provided outside of required side yard;
- Recreational amenities are required for developments of more than four units;
- Laundry shall be available to all units; and,
- Windows shall be at least 12 feet from an adjacent unit's window, and when adjacent windows are on different buildings, a minimum five-foot lateral offset is required.

Other requirements encourage preservation of trees (see also 17.83 of the Municipal Code) and topography, and ensure compatibility with adjacent land uses.

d. Landscape Architecture

Compatibility is again emphasized as a part of the landscaping requirements, which supplement the City's Landscaping Manual. A landscape architect is required for development of sites larger than one acre. At least one tree is required for every 500 square feet of landscaped area, and at least 40 percent of such trees must have a box size of at least 24 inches.

e. Parking and Circulation

Parking requirements are designed to provide convenience and safety for users and compatibility with the surrounding developed environment. Private commercial parking is required to be within 250 of the entrance except in the “largest shopping centers.” No more than two parking spaces or garages may face the street on multi-family residential lots.

f. Craftsmanship

Craftsmanship, as addressed in the Design Guidelines, refers to the quality and visual attractiveness of buildings. The intent of this section is to prevent buildings from being constructed that would, in the short or long term, become a detriment to neighborhood vitality.⁵ Proposed development projects are required to submit details on construction materials and methods for review by the City prior to approval.

g. Signs

The guidelines for signage emphasize balance and restraint in size, color, and other elements of design. The intent is to ensure signs reflect existing community character, blend with the other structures on-site, and do not dominate the site or immediate vicinity. The Guidelines specify that comprehensive sign plans be developed for proposed shopping centers and multiple tenant buildings.⁶ Additional sign regulations are included in the Zoning Ordinance (17.73, 17.74, and 17.75).

⁵ City of Covina. *2001 Design Guidelines*. Page 16.

⁶ *Ibid.* Page 18.



CHAPTER V

LAND USE AND CIRCULATION PLAN

V. LAND USE AND CIRCULATION PLAN

This chapter establishes the land use designations, land use development policy, circulation policies, and circulation improvements required to implement the Town Center Specific Plan.

The Town Center Specific Plan implements the General Plan as it relates to the Specific Plan Area, and implements other City policy documents and redevelopment policies for the downtown. The density requirements, development standards, land use restrictions, and design guidelines promulgated in this Specific Plan are intended to replace requirements of the City's Zoning Ordinance within the Specific Plan Area, where necessary, although the City's Subdivision Ordinance, Oak Tree Ordinance, Site Plan Review Process, Building Codes, and other citywide policies and regulations would continue to apply. Because the historic center of the City is a unique place with unique issues and opportunities, the City acknowledges that a strategic reexamination of the land use policies and array of incentives for downtown development and redevelopment is necessary to achieve the vision for a more vital downtown.

The Specific Plan is designed to provide the informational background necessary to understand current conditions, as well as the goals and policies for the future, so that the reader may critically evaluate the Specific Plan in the appropriate context. This structure also enables the Community and City to evaluate particular policies in the future to evaluate their effectiveness in achieving the Specific Plan vision. Following is a summary of the important information that informs the Specific Plan policies.

A. BACKGROUND AND CONTEXT

Downtown Covina and the surrounding neighborhoods are characterized by diverse land uses, including commercial retail and office, light industrial, civic and public uses, a medical center and medical offices, parks, single-family residences, and multi-family residences. The downtown is served by bus and rail transit, of which the City would like to take advantage in planning for the future of downtown. A large amount of surface parking exists downtown, some of which is owned by the City and some of which is privately owned. Four parks are within or adjacent to Downtown Covina. One- and two-story buildings built at the property line comprise the main street and historic center of the city and Specific Plan Area. Buildings exhibit a wide variety of architectural styles, height, and façade materials. The downtown's street furniture, trees, sidewalk design, paving materials, lighting, and design components of storefronts contribute to the pedestrian-friendly environment. Covina's early civic, cultural, religious, and trading buildings were either built on Citrus Avenue or within short walking distance of Citrus Avenue. The pedestrian-scaled, pedestrian-friendly streetscape on Citrus Avenue is distinct from the rest of the Specific Plan Area, as well as the rest of Covina. The downtown is adjacent to stable, attractive single-family residential neighborhoods comprised mostly of 1950s-era homes. Several small, historic bungalows are located just west of the downtown core. Covina is not well-served by bicycle facilities.

Commercial establishments downtown are mostly locally-owned specialty retail, retail banks, medical and dental offices, and light industrial plants. Though most of the downtown commercial

establishments are not part of a franchise arrangement, many of the properties in downtown Covina involve out-of-town ownership. The average value of commercial lots is \$22 to \$26 per square foot, excluding the value of tenant improvements.

Sales prices for single-family homes have dramatically increased for properties in downtown Covina. The median sales price of \$182,000 in 1999 had risen by approximately 75 percent to \$319,000 in 2003. A new detached housing unit in the downtown area would cost approximately \$184 to \$187 per square foot to construct, townhome style for-sale housing would cost approximately \$154 to \$158 per square foot; and, condominium style for-sale housing would cost approximately \$148 to \$152 per square foot.

Roadway segments operating over capacity in the downtown include Badillo Street, Third Avenue to Citrus Avenue and Citrus Avenue, Badillo Street to San Bernardino Road. Nine additional roadway segments are projected to operate at LOS E or F as a result of land use changes envisioned under General Plan assumptions, including San Bernardino Road, Hollenbeck Avenue to Third Avenue; San Bernardino Road, Third Avenue to Citrus Avenue; and, Barranca Avenue, San Bernardino Road to Cypress Street. Eight intersections are currently operating at unacceptable Levels of Service (LOS), including Badillo and Hollenbeck, Badillo and Citrus, Citrus and College, Citrus and San Bernardino, San Bernardino and Hollenbeck, Badillo and Fourth, Barranca and Front, and San Bernardino and Third.

Covina has a large number of local employment opportunities compared to other San Gabriel Valley communities and compared to most suburban cities. According to the General Plan, the city has the highest jobs-to-housing ratio of any eastern San Gabriel Valley community, at 1.74 to 1. Capture rates for retail sales (the percentage of Covina residents' income spend on retail goods in Covina versus other communities) is estimated to be as low as 25 percent, compared to 65 percent and 85 percent for convenience goods and heavy commercial goods.

Office properties for lease within the City of Covina have a total of 66,396 square feet of vacant space. The San Gabriel Valley had the lowest office vacancy rate of any sub-market within Los Angeles County. The un-weighted average monthly lease rate for office properties within the City of Covina was \$1.49 per square foot gross. The three light industrial properties for lease in Covina have a total of 74,183 square foot of vacant space. The San Gabriel Valley had the third lowest industrial vacancy rate of any sub-market within Los Angeles County (after Vernon and Los Angeles). The cost of the industrial space in the City of Covina ranged from \$0.34 per square foot to \$1.00 per square foot. There is a relatively small amount of industrial space within the City and there are no large organized industrial parks. The retail vacancy rate within the City was 1.55% and the average high lease rate was \$1.50 per square foot.

Much of the Specific Plan Area is underdeveloped, as measured by the City's current zoning, and compared to potentially supportable development densities (from a developer's/market perspective). Some larger, underutilized parcels are potentially available for future redevelopment activities downtown. The several properties that comprise the Chevrolet and Ford auto dealerships north and south of San Bernardino and west of Citrus Avenue represent the largest contiguous and potentially contiguous parcels for redevelopment. An opportunity area for mixed-use redevelopment identified by several individuals contacted during early public outreach exists along Front Street, between Citrus and First Avenues. Other opportunity areas exist along College Street,

between Citrus and First Avenues, and along First Avenue from Italia to College streets. These locations would be appropriate for higher-density residential or mixed-use development.

Housing demand in Covina between 2003 and 2015 is anticipated to be additional 3,500 dwelling units, of which 65 percent of the demand is projected to be for single-family homes. Downtown Covina might expect to capture as much as 25 percent of this housing demand, although the mix of housing units downtown will likely reflect a higher percentage of multi-family units. Experiences in other San Gabriel Valley communities, previous case studies prepared by the Southern California Association of Governments, and interviews with local housing developers suggest that projects with residential densities in the range of 20 to 35 units per acre are realistic for the Specific Plan Area. Even under the most optimistic residential development assumptions, the increase in direct demand for retail and commercial service space in the downtown area from additional downtown residents will be modest, perhaps no more than 14,000 to 15,000 square feet. Successful revitalization of downtown Covina will require that merchants attract a greater share of discretionary income from residents outside downtown.

The updated General Plan also contains background information regarding the downtown. The economic and physical conditions downtown have not changed substantially since the adoption of the General Plan. The informational background and policy context, therefore, is especially relevant for consideration in light of proposed Specific Plan policies. Goals and key policies of the General Plan that are relevant for consideration are reiterated below.

B. KEY RELEVANT POLICIES FROM THE GENERAL PLAN

The General Plan promotes reuse and revitalization of the downtown area, seeking to maintain adequate jobs and commercial activity in the downtown and provide new residential opportunities. The following policies are characterized in the General Plan as Key Land Use Element policies (please refer to Chapter IV of this Specific Plan, which contains more detail regarding the existing policy and regulatory environment):

- Focus on the downtown as the economic and social center of Covina and, accordingly, continue with ongoing physical and economic revitalization activities, better link the district to the Metrolink Commuter Train Station, and explore permitting mixed uses and new vibrant enterprises;
- Allow slightly higher intensities in the downtown and along various portions of major streets;
- Protect existing parklands and open space resources from conversion to other uses;
- Attempt to preserve structures, resources, and/or areas that are of local historic and/or architectural significance;
- Maintain appropriate development standards, design provisions, construction practices, and inspections to ensure the safety, viability, functionality, and attractiveness of development, to ensure adequate separation between incompatible land uses, to enable development of affordable housing, and to sustain community appearance, image, character, and quality of life;
- Accommodate future growth, redevelopment, and revitalization with functionally adequate and well-maintained public facilities...

The Circulation Element of the General Plan recognizes some existing and future vehicular congestion issues within the downtown area (as noted in Chapter III of this Specific Plan). The

Circulation Element strives not only to address these existing automobile transportation issues, but also to provide a more balanced circulation system in the future, reducing unnecessary vehicle trips, providing and supporting alternative transportation modes, and minimizing the community impact of transportation improvements. The following policy excerpts are characterized as Key Circulation Element policies:

- Accommodate existing and future traffic conditions, volumes, and patterns arising from ... revitalization and ... protect residential neighborhoods from potential adverse traffic and related encroachments;
- Where necessary and feasible, consider enhancements to downtown traffic, circulation, and parking that respect and further the unique character of the district and consider "urban village" or mixed use concepts that reduce vehicular trips;
- Ensure that local transportation programs... best link the Metrolink Commuter Train Station to other local-serving transportation networks as well as to ongoing downtown Covina revitalization, beautification, and economic development activities;

The Housing Element contains analysis of City policies, and past and present housing development in Covina. A range of housing types and affordable housing is promoted within the constraints of what would be acceptable to existing residents. There are several policies in the Housing Element and else where in the General Plan that address encroachment of multi-family housing into single-family residential areas. In general, the most recent General Plan involved a reduction in the amount of land available for higher-density housing development. However, downtown is identified as an appropriate location for higher-density residential and mixed-use development:

- Deal with and abate serious private property structural and/or maintenance problems, particularly deteriorating and dilapidated, aging houses and apartments, through applicable City ordinances and Code Enforcement activities; and,
- Develop a downtown area "urban village" concept, which would be based on mixed uses in an attractive, spirited, and functional arrangement, to best complement existing revitalization activities in the district, to capture positive spillover Metrolink Commuter Train Station benefits, to provide some upper density, alternative housing opportunities, and to reduce vehicular trips.

The City's Natural Resources and Open Space Element addresses not only natural open spaces, but also Covina's recreational lands. Policies are designed to provide a useful set of parklands and facilities to meet recreational and aesthetic needs of the community. Key policies include:

- Continue to enforce the Covina Oak Tree Ordinance as a means of protecting oak tree resources and to attempt to preserve mature trees of all types in conjunction with new private and quasi-public construction or redevelopment proposals as well as public works projects for aesthetic and ecological purposes; and
- Meeting all applicable City standards, provide for needed landscape improvements of the City's parks and recreational facilities and continue to require and/or call for the maintenance of landscaping in conjunction with private, quasi-public, and public developments or lands for aesthetic and ecological reasons.
- Preserve, protect, and maintain all existing local parks, ball fields, trail facilities, and bicycle ways...

Safety Element policies are primarily designed to protect residents and visitors from hazardous situations that arise due to the presence of seismic instability in coastal California, and particularly the risk associated with seismically unfit structures (unreinforced masonry buildings and similar). Key policies include:

- Continue with ongoing seismic retrofitting of older, unreinforced masonry buildings for the effective abatement of potentially hazardous structures;
- Maintain, enforce, and periodically review all codes, standards, guidelines, plan and environmental impact review procedures, building permit issuance activities, and inspection and monitoring tasks that are directly or indirectly associated with safety matters and issues to further community health, safety, welfare, land use compatibility, and/or environmental quality;

The City's Noise Element identifies noise standards for different land use environments, and includes policies to assist City decision makers in reviewing proposed development projects. Key policies include:

- Attempt to mitigate or eliminate the possible noise problems of proposed residential or other noise sensitive uses, such as schools, parks, nursing homes, and churches, that are located within Noise Element-defined "noisy zones" to ensure compatibility and, pertaining to residential activities, adherence to applicable State noise insulation standards;
- Require noise-reduction measures and features in the design and orientation of streets, the location of driveways and parking and loading areas, site planning, architectural design, project landscaping, building materials, and construction techniques, where necessary or required by law, and study and consider the existing and potential noise-generating characteristics of commercial and industrial businesses and other activities that wish to expand or modify their scope of operation; and,
- Continue to monitor existing operations of and expansion plans for the Metrolink Commuter Railroad Line and Covina Station and ensure that specific measures are adopted that reduce rail car- and horn-related noises to levels within Federal limits and as low as technologically possible.

C. GUIDING PRINCIPLES

The Land Use and Circulation Plan should reflect and seek to further the City's vision for downtown Covina, its unique character, and the importance of downtown to the City's civic, social, and economic life. To reflect the City's vision for downtown, the Town Center Specific Plan contains five guiding principles that direct the goals, policies, development standards, and implementation measures of the Plan. These principles were developed based on direction provided by the City Council and Planning Commission at a joint study session in May 2004 and stakeholder outreach conducted prior to that session.

Principle 1: Return the Focus of Civic, Social, and Economic Activity

Downtown Covina should remain the focus of civic and social activity and a retail/service core of the community. Downtown Covina is *the* historic, cultural, and economic center of town and the location of the City's origins. In the decades following World War II, people, businesses, and jobs moved increasingly outward from the downtown area, to the point that downtown became just one of several activity centers in Covina.

Revitalization of downtown and the return of its status as the center of the community will require that higher intensity land uses and a greater concentration of activities occur downtown. The current focal areas of activity (retail, services, institutional, health services, etc.) should be

encouraged and enhanced. The diversity of choices for shopping, dining, entertainment, and culture must be expanded to increase both daytime and nighttime activities downtown. Downtown Covina must also be a place where residents and visitors feel comfortable and compelled to visit. Individuals must feel that there is a reason to be downtown.

Principle 2: Encourage More People to Live Downtown

In its early years, downtown Covina and the adjacent neighborhoods were the focus of residential, commercial, and civic activities. As Covina grew, downtown and surrounding areas housed an increasingly smaller proportion of the City's residents. Less than five percent of Covina residents now live within the Town Center Specific Plan area. Downtown revitalization cannot succeed without a return of residents who will patronize downtown businesses and add "life" to the historic core of the City.

Although downtown Covina is not the preferred choice of residence for most people, a growing segment of the population is looking for an environment and housing choices that downtown can offer. Market trends suggest that increasing numbers of people will choose a downtown housing location due to neighborhood amenities, the opportunity to live close to work, and the availability of public transit. Both young and old will view downtown Covina as a desirable place to live.

For downtown Covina to succeed as a commercial and residential center, it must include a variety of housing choices that attract households of all types and provides opportunities for individuals of all income levels to live downtown. Such housing must be of high quality and amenity to compensate for less private space.

Principle 3: Protect and Build Upon Downtown's Unique Character

Downtown Covina's most important assets, which cannot be duplicated elsewhere in the City, are its historic core and small town atmosphere. These assets, more than any others, contribute to downtown's unique character. Individuals can feel that they have left the modern world behind when visiting downtown, yet still feel connected to the rest of the community. Downtown's success will require that the buildings and other features that contribute to downtown's unique character be protected, and that new buildings and land uses reflect the unique character of downtown and are compatible with historic buildings. While new development need not replicate the past, it should reflect and respect the City's history and character embodied by the built environment.

Principle 4: Provide Ample Public Spaces for Multiple Uses

Public spaces are a critical requirement for the successful revitalization of downtown Covina, because development within the downtown area will be more intense than elsewhere in the City. Private open spaces will be limited, as well, because housing in the downtown area will have small, or no, private yards and limited shared open spaces. Ample setbacks and spacious yards are not part of the downtown character, its historic development pattern, or even possible in most cases. Individuals who live, work, and visit downtown need to have public spaces to compensate for less private space. These downtown public spaces become an extension of people's front yards, back

yards, and living rooms. These spaces must provide sufficient area for public interaction, a high quality experience with ample amenities, and allow for multiple uses.

Principle 5: Encourage People to Leave Their Cars Behind

Downtown Covina can allow individuals to leave their cars, experience life on foot, or leave the cars at home by using public transit. A key to the success of downtown Covina will be that residents, workers, and visitors are able, and desire, to leave their cars behind. Pedestrian activity and interactions should be encouraged. Greater pedestrian interaction will require ample and convenient off-street parking, direct and inviting pedestrian and bicycle links between major destination points, and convenient public transit within and outside the downtown area.

Because most people who come to downtown Covina will continue to do so by private vehicle, downtown must also provide reasonable access and traffic flow.

D. LAND USE GOALS, POLICIES, AND OBJECTIVES

The following land use goals, objectives, and policies are required to be implemented by the City within the Town Center Specific Plan Area. The following policies are to be applied throughout the Specific Plan Area, though each policy may be more relevant for certain types of development projects or certain geographic portions of the Specific Plan Area.

1. Land Use Goals

Goals for the future of downtown Covina are mostly broadly captured in this Chapter by the land use goals, which are listed below. The goals are the direction setting statements upon which policies and implementations measures are based. Goals must be referenced for guidance in the interpretation of policies and implementation measures, and establish the community's vision for the future of downtown Covina, should the policies and implementation measures be successfully implemented (in tandem with favorable economic conditions).¹ Covina Town Center Specific Plan land use goals are:

- | | |
|-------------------------|--|
| Land Use Goal 1. | Restoration of downtown Covina as a local and regional center of public and business activity and a contributor to the local economy. |
| Land Use Goal 2. | Maintenance of the Specific Plan Area as a place where local history has been preserved through the protection of historic buildings and activities associated with those buildings. |
| Land Use Goal 3. | Maintenance of the Specific Plan Area as a traditional downtown with a small-town ambience and pedestrian access. |
| Land Use Goal 4. | Maintenance and establishment of vibrant land use focus areas consisting of concentrations of primary land uses with supportive uses. |

¹ The Specific Plan does not have all the elements of the General Plan, and therefore the land use goals, policies, and objectives are more comprehensive in their coverage than the land use goals and policies of the General Plan. Topics pertaining to the downtown transportation system are addressed in the Circulation section of this Chapter, Section E.

2. Land Use Policies

The City maintains discretionary authority for many types and aspects of land development projects, which will be the primary activities resulting in the revitalization of downtown Covina. Compliance with land use policies for projects within the Specific Plan Area will be required as a part of Planning Commission and/or City Council review of development applications. Aside from regulatory compliance, the policies, in many instances indicate activities to which the City is itself committing to revitalize the Specific Plan Area, such as infrastructure upgrades.

- Land Use Policy 1.** The City shall establish Focused Activity Areas within the Town Center Specific Plan Area. These focused areas will have development standards and policies to encourage primary land uses in each area, mixed-use development, and secondary land uses that support primary land uses.
- Land Use Policy 2.** The City shall facilitate infill development and redevelopment by identifying and actively marketing vacant and underutilized properties, identifying potential site constraints, and assisting property owners in addressing those constraints.
- Land Use Policy 3.** The City shall encourage more efficient use of land in the Town Center Specific Plan Area, including reuse of underutilized surface parking lots.
- Land Use Policy 4.** The City shall coordinate with the Citrus Valley Medical Center to consolidate its facilities and redevelop underutilized land for new development.
- Land Use Policy 5.** The City shall encourage property owner and business owner collaboration through a downtown partnership, which shall be established to promote ongoing informal discussions between City leaders and staff, and community stakeholders regarding future collaborative efforts to implement ideas contained in the Specific Plan.
- Land Use Policy 6.** The City shall encourage the adaptive reuse of older buildings and conversion of industrial/heavy commercial structures to mixed-use development through property consolidation, due diligence work, streamlining of permitting procedures, identification of existing architectural/historic resources and programs to assist in maintenance/rehabilitation, and other methods.
- Land Use Policy 7.** The City shall establish a façade and building improvement incentive program to offer low-interest loans to property owners interested in maintaining or improving structures in the Town Center Specific Plan Area with recognized historic/architectural value and/or located near important downtown gateways.
- Land Use Policy 8.** The City shall seek anchor tenants for key development opportunity sites and entertainment uses in appropriate areas downtown Covina.
- Land Use Policy 9.** The City shall encourage retail and commercial services that meet the needs of existing and future residents and employees.
- Land Use Policy 10.** The City shall encourage a variety of housing within the downtown and that provide housing choices for individuals of all income levels.
- Land Use Policy 11.** The City shall ensure secure, quality design in proposed residential projects through implementation of design guidelines

- Land Use Policy 12.** The City shall streamline environmental review procedures through tiering of project reviews from the Town Center Specific Plan EIR and appropriate use of exemptions under state law.
- Land Use Policy 13.** The City shall permit residential densities in the Town Center Specific Plan Area of up to forty (40) units per acre, and commercial or mixed-use floor area ratios (FAR) of up to 3.5 for projects that satisfy the objectives for future downtown development.
- Land Use Policy 14.** The City shall require that new or expanded uses provide buffers or additional setback, when feasible, to protect single-family residential uses.
- Land Use Policy 15.** The City shall require defensible space² and design related enhancements within the proposed projects to reduce the impacts to law enforcement services.
- Land Use Policy 16.** The City shall, in cooperation with property owners and developers, establish pedestrian routes, improved pedestrian alleyways, and other pedestrian features to increase walkability and access in the downtown area among major destination points. (See Land Use Plan and Circulation Plan, Figures V-1 and V-2.)
- Land Use Policy 17.** The City shall encourage and accommodate orientation of proposed buildings to pedestrian ways.
- Land Use Policy 18.** The City shall allow landscaping and open space requirements to be met collectively for several properties, and/or permit the payment of in-lieu fees to the City to maintain common landscaped public spaces.
- Land Use Policy 19.** The City shall maintain, or develop, a Civic Center Park that provides public open space, multiple use opportunities, safe and convenient pedestrian access, and high quality amenities.
- Land Use Policy 20.** The City shall protect and preserve architecturally and historically significant structures as defined by state and federal law, in the Specific Plan Area.
- Land Use Policy 21.** The City shall enforce the Oak Tree Ordinance for downtown projects, wherever feasible, and shall engage in tree planting and encourage tree planting by project applicants.
- Land Use Policy 22.** The City shall work cooperatively with property owners at identified downtown entryways to maintain and improve the surrounding aesthetic environment, and shall develop and establish visual cues to suggest entry to downtown Covina.
- Land Use Policy 23.** The City shall focus on the mitigation of external impacts and less on regulating specific land uses in its approach to development and redevelopment downtown.
- Land Use Policy 24.** The City shall encourage the provision of public art as a part of proposed development projects within the Town Center Specific Plan Area.

² Defensible space describes an arrangement of structures on a piece of property that creates either real or symbolic barriers, strongly defined areas of influence, and opportunities for surveillance. This arrangement is designed to reduce the potential for crime or natural disaster. Defensible space, for example, can protect from fire and criminals.

3. Land Use Objectives

Objectives provide City decision makers, City staff, and the public the opportunity to measure the progress in achieving Specific Plan goals through the implementation of Specific Plan policies. The objectives suggest relative amounts of activity, and other conditions that can be monitored. Objectives provide a tool for measuring the effectiveness of policies so that these policies can be amended in the future, if they are not effective.

- | | |
|-------------------------------|---|
| Land Use Objective 1. | Decreased rates of building and land vacancy. |
| Land Use Objective 2. | Higher residential and commercial densities in appropriate locations, on properties with infill and reuse potential. |
| Land Use Objective 3. | Additional entertainment, dining, cultural amenities, and public gathering places located within the Specific Plan Area. |
| Land Use Objective 4. | Additional mixed-use, higher-density development that allows people to live close to work and shopping and where housing is placed above street-level commercial uses. |
| Land Use Objective 5. | Transition of areas along the northern portion of the Specific Plan Area from heavy commercial and light industrial uses to a mixture of commercial and residential development. |
| Land Use Objective 6. | Protection of existing surrounding neighborhoods. |
| Land Use Objective 7. | Protection of historic buildings and other buildings of local significance. |
| Land Use Objective 8. | Maintenance of and improvements to public infrastructure, and private property and structures near downtown gateways. |
| Land Use Objective 9. | Compatibility of new land uses, whether occurring within existing buildings or newly constructed buildings, with the scale and general appearance of existing buildings downtown. |
| Land Use Objective 10. | Increased use of public transit through intensification of land use and activities near transit facilities and routes. |

E. LAND USE DESIGNATIONS

Land Use Designations specified below replace the previous zoning designations as identified in the City's Zoning Ordinance for the Specific Plan Area. The following land use designations, referred to in the Specific Plan as Focused Activity Areas, and the development standards and use restrictions that accompany them are designed to provide future land developers with clear guidance and yet provide flexibility. The Focused Activity Areas are flexible in their application to geographic areas within the Specific Plan Area and are flexible with regard to the allowable land uses. As shown in the Specific Plan Land Use Diagram, Figure V-1, there are transition areas between each of the focused activity areas where *development standards* from either adjacent area can be applied, at the City's discretion. Also, as described below, the *allowable land uses* in each Focused Activity Area do not follow hard boundaries, but rather extend out from each Focused Activity Area to establish Zones of Transition.

The Focused Activity Areas, as described below, align with many existing land use concentrations downtown. The Health Services Area, for example is designated for an area that, as of the writing of this Specific Plan, is already predominantly comprised of medical offices and supportive services.

Other areas, such as the Mixed-Use Area, were identified through research and extensive public outreach to be well-suited for land use change, and as such, the City does not wish to predetermine any particular predominant land use, but rather designate that a mix of land uses will occur in these areas under the guidance of Specific Plan policies, development standards, and design guidelines. Following is a description of the Town Center Specific Plan Focused Activity Areas.

The Parks and Open Space land use designation identified below is not a Focused Activity Area. This land use designation is established to regulate park space as the exclusive permitted use. This area does not have adjacent Focused Activity Area Zones of Transition.

a. Health Services Focused Activity Area (TCSP-1)

This land use designation is intended to provide the opportunity to develop and operate land uses associated with health services, including medical, dental, optometry, research laboratories, chiropractic, and related services in the area surrounding the Citrus Valley Medical Center. Businesses that support health care services would also be permitted, such as retail, food service, and other commercial establishments that primarily serve health care workers, health care businesses, and employees of supportive businesses. This Focused Activity Area also provides the opportunity to mix residential uses (which might occur on upper floors of a multi-story building) with medical office uses, which could occur at the ground level or second level. Stand-alone residential development is not permitted in this Focus Activity Area. Residential development in this Focused Activity Area would emphasize housing that is appropriate in terms of type, size, cost, location, and amenities, to facilitate housing for health service and other downtown workers. Land uses that create noise in excess of City standards, vibration detectable from adjacent properties, odors, glare, excessive traffic, emit substantial amounts of air pollutants, or otherwise are incompatible with medical offices and residences are not permitted in this Focused Activity Area. The allowable density for proposed nonresidential uses adjacent to any existing single-family residential dwelling unit is 1.5 FAR, while the nonresidential density range for properties not adjacent to a single-family residential dwelling unit is between 1.5 and 3.0 FAR. The residential density range in this area is 15 to 35 units per acre. Mixed-use project density limits are calculated based on FAR including all uses' floor area.

b. Residential Focused Activity Area (TCSP-2)

This Focused Activity Area is intended to provide the opportunity maintain and develop housing at medium to high densities (generally 15 to 25 dwelling units per acre) and associated land uses, with an opportunity for 30 dwelling units per acre on a conditional basis. Nonresidential land uses intended to support downtown residential development would also be permitted as a part of a mixed-use development project. Land uses that create noise in excess of City standards, vibration detectable from adjacent properties, odors, glare, excessive traffic, emit substantial amounts of air pollutants, or otherwise are incompatible with residences are not permitted in this Focused Activity Area.

c. Institutional Focused Activity Area (TCSP-3)

This land use designation is intended to provide the opportunity to develop and operate City and other government agency offices and facilities, transit offices and facilities, parking facilities,

churches, community centers, and other related public and nonprofit institutional land uses. This Focused Activity Area also provides the opportunity to mix residential uses (which might occur on upper floors of a multi-story building) with institutional or other appropriate uses, which could occur at the ground level or second level. Residential development not mixed with other land uses would also be permitted, to the extent that it does not create issues of compatibility with the predominantly institutional nature of the area. Nonresidential development that supports the institutional uses that are the primary land use in this area would also be permitted. The allowable density for properties adjacent to existing single-family residential dwelling units is 1.5 FAR, while the density for the rest of this area is between 1.0 and 2.0 FAR. The residential density range in this area is 15 to 35 units per acre. Mixed-use project density limits are calculated based on FAR including all uses' floor area.

d. Mixed-Use Focused Activity Area (TCSP-4)

The Mixed-Use Focused Activity Area does not assume any particular predominant land use, and rather provides the opportunity to develop and redevelop property within key development opportunity areas with a finely-grained mixing of land uses. This land use designation is intended to for retail, light industrial, cultural and entertainment, and residential development, with an emphasis on mixing of uses on properties, within buildings, and within blocks, as compatibility allows, though single-use development projects would also be allowed, subject to City review and approval. This Focused Activity Area is located in areas of the Specific Plan Area where land use change would be anticipated in the future. To the extent that future development proposals comply with applicable policies set forth in this Specific Plan, the General Plan, and other applicable City policies and regulations, development projects that contribute to the revitalization of the Town Center Specific Plan are encouraged. This Focused Activity Area provides the opportunity to mix residential uses (which might occur on upper floors of a multi-story building) with retail, office, or other appropriate uses, which could occur at the ground level or second level. This area also provides the opportunity to mix commercial land uses of different types. Land uses that directly generate noise in excess of City standards (not including noise associated with vehicular traffic), vibration detectable from adjacent properties, odors, substantial glare, excessive traffic, emit substantial amounts of air pollutants, or otherwise are incompatible with residential or commercial uses are not permitted in this Focused Activity Area. The allowable density for properties adjacent to any existing single-family residential dwelling unit is 1.5 FAR, while the density for the rest of this area is between 2.0 and 2.5 FAR. The residential density range in this area is generally 15 to 35 units per acre. Mixed-use projects density limits are calculated based on FAR including all uses' floor area.

e. Retail and Service Core Focused Activity Area (TCSP-5)

This land use designation is intended to provide the opportunity to develop and operate retail stores, services, restaurants, cultural and entertainment venues, and similar land uses within the historic cultural and economic core of the city. City policies seek to protect significant historic buildings in this area while encouraging compatible new development on vacant or underutilized properties. This Focused Activity Area provides the opportunity to mix residential uses (which might occur on upper floors of a multi-story building) with retail, restaurant, or other appropriate uses, which could occur at the ground level or second level. This area also provides the opportunity to mix commercial land uses of different types. Land uses that directly generate noise, vibration, odors, glare, traffic, or air pollutants that would be incompatible with the predominantly retail,

service, and entertainment focus of the area, or land uses that otherwise would be incompatible, would not be permitted. The density range for nonresidential uses is between 2.0 and 3.0 FAR. The residential density range in this area is twenty (20) to forty (40) units per acre. Mixed-use projects density limits are calculated based on FAR including all uses' floor area.

f. Parks and Open Space (TCSP-6)

This land use designation is intended to provide passive and active recreational opportunities and places for public events and gatherings associated with publicly owned and maintained open space within the Specific Plan Area. Accessory buildings and structures associated with recreation and public events are also permitted in the area.

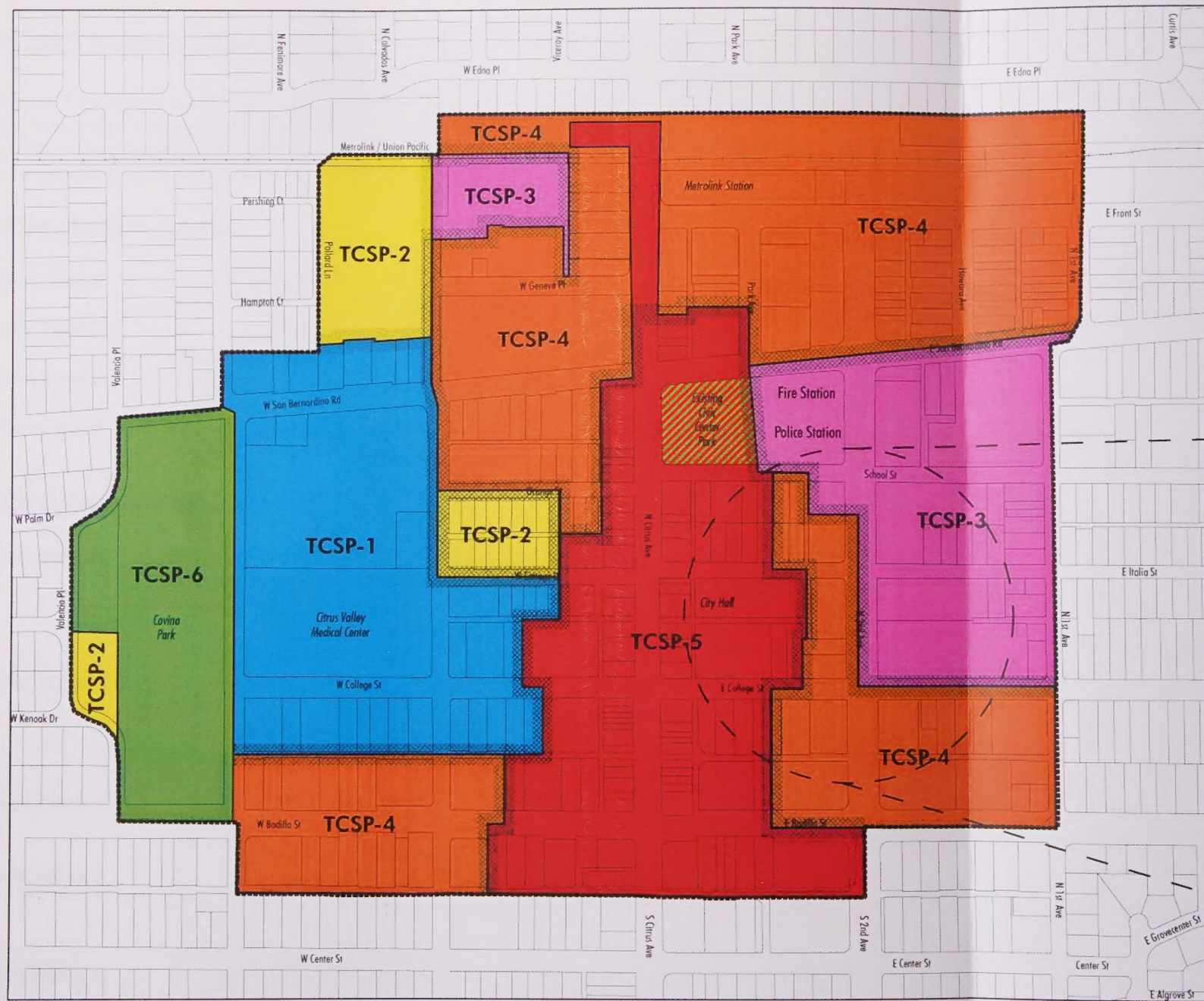
g. Zones of Transition

The Focused Activity Areas described above and depicted graphically on Figure V-1 are designed to provide for transitional areas where the land use focus of one adjacent district may transition to the land use focus of another district. As such, the permitted land uses and development standards for any adjacent district may be applied for development proposals within the zones of transition, at the City's discretion.

The Zones of Transition extend from the Focused Activity Area boundaries shown on Figure V-1 to one legal parcel from the edge of the boundaries, the closest public right-of-way or easement, or to mid-block, whichever is less. The Zones of Transition for Specific Plan Focused Activity Areas do not, however, extend outside of the Specific Plan boundaries. There is not a Zone of Transition east or west of the Retail and Service Core Focused Activity Area north of Geneva Place, as shown on Figure V-1.

There are no Zones of Transition within Parks and Open Space (TCSP-6) areas.

As properties are subdivided or consolidated, the location of Zones of Transition would change. Therefore, they are not depicted to scale on Figure V-1, and rather would be established on a case-by-case basis in response to development proposals. Instead, the inset figure on Figure V-1 includes a demonstration of the correct application of Zones of Transition geographically within the Town Center Specific Plan Area for three different situations.

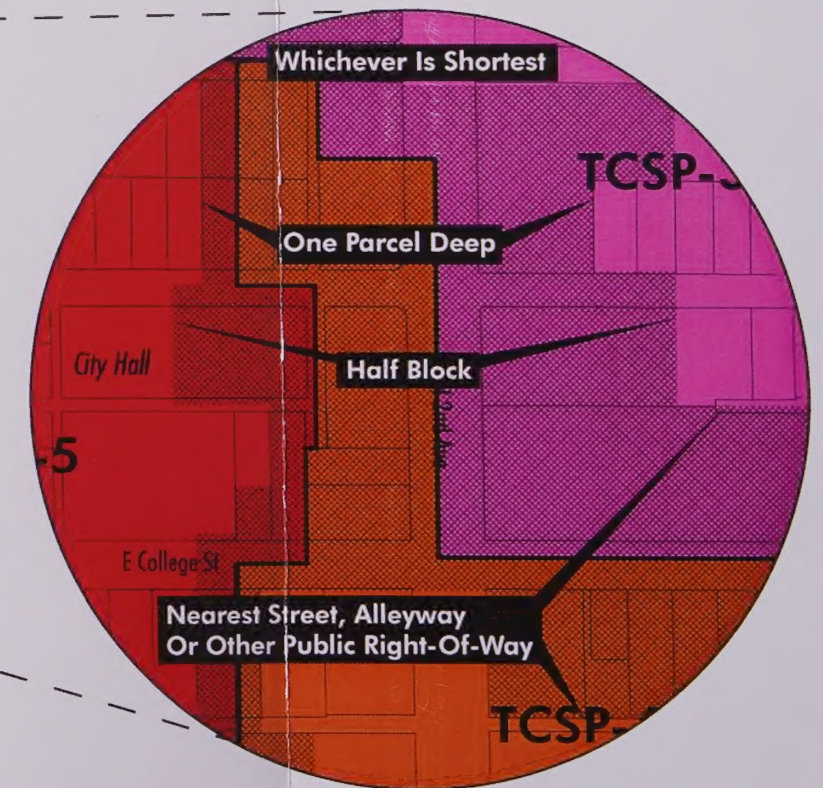
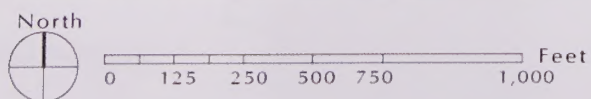


Legend

----- Specific Plan Boundary

Focused Activity Areas

- TCSP-1 Health Services
- TCSP-2 Residential
- TCSP-3 Institutional Uses
- TCSP-4 Mixed-Use
- TCSP-5 Retail and Service Core
- TCSP-6 Parks and Open Space
- Zones of Transition (Not to Scale)



Transitional Zone Measurements

Figure V-1
Land Use Plan Diagram

COVINA TOWN CENTER SPECIFIC PLAN

F. CIRCULATION GOALS, POLICIES, AND OBJECTIVES

The following Circulation goals, objectives, and policies are required to be implemented by the City within the Town Center Specific Plan Area. The following policies are to be applied throughout the Specific Plan Area, though each policy may be more relevant for certain types of development projects or certain geographic portions of the Specific Plan Area.

1. Circulation Goals

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| Circulation Goal 1. | A balanced circulation system that offers multiple travel options so that people can live, work, shop, and play without relying on private vehicles. |
| Circulation Goal 2. | A circulation system that accommodates new development without impacting existing development. |
| Circulation Goal 3. | A circulation system that is safe for downtown users and that provides efficient and safe access for emergency vehicles. |
| Circulation Goal 4. | A system of parking that accommodates the needs of residents and businesses without dominating the urban environment. |

2. Circulation Policies

- | | |
|------------------------------|--|
| Circulation Policy 1. | The City shall develop a downtown transportation improvements program funded by contributions from developers to address congestion impacts, improve traffic flow, provide additional on- and off-street parking, and increase pedestrian access and amenities between major destination points. |
| Circulation Policy 2. | The City shall give credit in its assessment of impact fees, for affordable housing, mixing of land uses, pedestrian amenities, transit facilities, shared parking, bicycle facilities, and other elements that reduce the trip generation or that accommodate or encourage alternative modes of travel. |
| Circulation Policy 3. | The City shall develop a bicycle route in the Town Center Specific Plan Area that links with other City bicycle routes and links to public transit and major downtown destination points. |
| Circulation Policy 4. | The City shall ensure that the Metrolink station, regional bus service, and other future forms of public transit planning is considered and integrated and shall consider development of a multi-modal center with the cooperation of regional transit providers. |
| Circulation Policy 5. | The City shall evaluate demand for City operated shuttle service among Specific Plan locations and between the Specific Plan Area and Shopper's Lane. |
| Circulation Policy 6. | The City shall require the provision of adequate pedestrian and bicycle access for new development projects through the plan review process. |
| Circulation Policy 7. | The City shall allow development projects to fulfill parking requirements through contributions to the improvement of adjacent streets with parallel or angled parking, participation in off-street parking structures, shared parking, and other parking strategies. |

- Circulation Policy 8.** The City shall consider addition of angled and/or additional parallel parking on Specific Plan Area streets such as Second Avenue, College Street, Cottage Street, Orange Street, and School Street, and shall consider the removal or reduction of angled parking along Citrus Avenue to improve traffic flow.
- Circulation Policy 9.** The City shall consider street reconfigurations and/or the establishment of pedestrian improvements at the intersection of Third Avenue and Geneva Street, Second Avenue and Front Street, and First Avenue and Front Street.

3. Circulation Objectives

- Circulation Objective 1.** Balancing of the street system to serve all users well regardless of their mode of travel.
- Circulation Objective 2.** Stronger pedestrian and bicycle linkages through the downtown.
- Circulation Objective 3.** Increased use of public transit.
- Circulation Objective 4.** Sharing of parking in the downtown to minimize the amount of land devoted to parking areas.
- Circulation Objective 5.** Management of parking to encourage alternative travel modes.
- Circulation Objective 6.** Planning of parking to reduce its influence on the built environment.
- Circulation Objective 7.** Improved parking and traffic flow to support higher-density land uses and a greater concentration of activity downtown, with an emphasis on additional off-street parking located in key locations.

G. RECOMMENDED IMPROVEMENTS

The Town Center Specific Plan contains land use and circulation goals, policies, and objectives to implement the Specific Plan vision for a revitalized downtown Covina. The Specific Plan also contains recommendations for future public improvements, which would occur in conjunction with future development projects within the Specific Plan Area. The public improvement projects listed below are designed to accommodate future transportation needs and create some of the other physical aspects of the downtown that, in conjunction with private development and redevelopment projects, will achieve the Specific Plan's vision. Non-transportation infrastructure improvements are discussed in Chapter VI of this Specific Plan. The approximate costs and funding strategies for public improvements are discussed in Chapter VII of this Specific Plan.

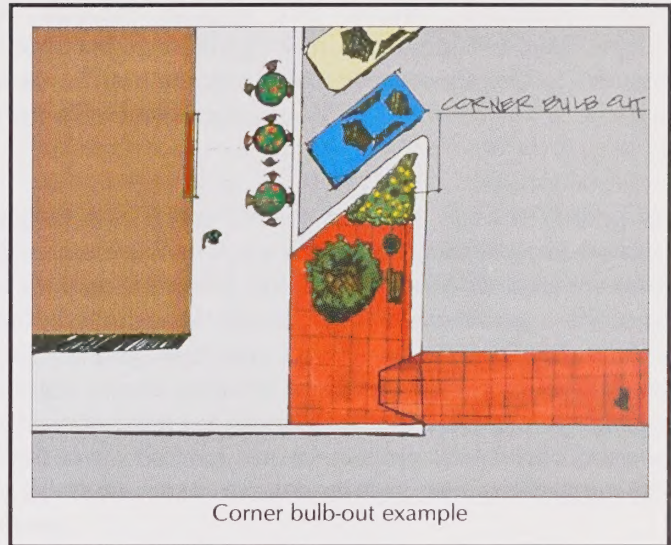
The following recommended improvements shall occur in conjunction with Specific Plan implementation to implement Circulation goals, policies, and objectives.

1. Streetscape

The City's Streetscape Revitalization Program has been largely implemented along Citrus Avenue between Badillo Street and School Street. The City will remove certain portions of this angled parking at corners or mid-block locations to be developed with "bulbouts" that can accommodate outdoor seating or other pedestrian areas. As directed by the General Plan and as recommended

by this Specific Plan, these improvements, which include brick-paved sidewalks and crosswalks, angled parking, street trees, and common theme benches, streetlights, trash receptacles, and bollards, will be extended northward to the Metrolink station.

In addition to the streetscape improvements along Citrus Avenue, the Specific Plan envisions improvements to streetscape environments along Second Avenue between Badillo and Front Street (refer to Figure V-2, Circulation Plan). The improvements along Second Avenue would occur in coordination with development of adjacent parcels, and may include the addition of angled parking, installation of a



bike lane on one or both sides of the street, planting of street trees, addition of benches, and construction of other streetscape improvements, as appropriate and as funding permits.

Striping for angled parking may be placed on both sides of Second Avenue, even with bicycle lanes, due to the substantial street width in this location. The bicycle lanes will be designed to connect the existing designated bicycle route along Badillo Street to the Metrolink Station, north of Front Street. Bicycle lanes will be designed to minimize auto-bicycle conflicts, and shall be accompanied by signage and other features that warn automobiles of the presence of bicycle traffic. Streetscape improvements will be consistent with the themes developed along Citrus Avenue between Badillo Street and School Street, and shall promote pedestrian safety as well as the pedestrian aesthetic experience and scaling.

The City will coordinate with property owners and developers within the Specific Plan Area to allow landscaping requirements (as specified later in this Chapter) through contribution to an in-lieu fee that will be used by the City to develop pocket parks, civic plazas, and similar usable public spaces at corners or mid-blocks in the Retail Service Core Focused Activity Area and Mixed-Use Focused Activity Area.

2. Parking

Parking, as discussed in Chapter III of this Specific Plan, is viewed as both an impediment and opportunity to the future of downtown Covina. Many business owners believe that additional parking near storefronts is necessary to promote business transactions. Others believe that a perceived lack of parking near destination points drives some visitors away from downtown Covina. From a redevelopment perspective, the large number of surface parking lots in the Specific Plan Area represent underutilized property in prime locations that could be functionally replaced by one or more parking structures with good access among major destination points in the downtown area. Additional on-street parking along some of the wider and less-trafficked streets downtown could also replace the need for the large number of surface parking lots.

There are currently 10 City owned/leased surface parking lots located downtown with approximately 555 parking spaces. In addition, street parking with both parallel and angled alignment exists along most downtown City streets. There are also privately owned parking lots and small groups of parking spaces associated with specific businesses.

Specific Plan Area Parking Study

The City will conduct a parking study to support the Town Center Specific Plan, including an analysis of the existing parking conditions in the Specific Plan Area and strategies to meet parking demand resulting from Specific Plan land use change. Parking solutions would include meeting parking demand of new projects through a combination of additional on-street parking, a share of spaces within future parking structures, shared parking between land uses with different peak parking demand periods, and provision of off-street, on-site parking. Parking improvements should be designed considering existing and future with pedestrian access routes, and a system of signage should be established to make the most efficient and effective use of existing and future parking facilities. Any City-initiated parking changes or additions shall occur such that new parking spaces are available before any existing parking is removed.

a. Recommended Improvements

Angled Parking on Other Streets

Consistent with recommendations of the downtown parking study, angled parking could be placed on one side of the street along the following streets to fill parking demand of existing and future development under the Specific Plan:

- Italia Street between Citrus Avenue and Second Avenue (street width is approximately 33 feet curb to curb); and,
- College Street between Citrus Avenue and Second Avenue, and between Third Avenue and Citrus Avenue (street width is approximately 48 feet curb to curb east of Citrus Avenue and approximately 35 feet curb to curb west of Citrus Avenue).

Along certain street segments, angled parking could only be accommodated on one side of the street, based on the width of right-of-way. Angled parking shall not occur adjacent to existing single-family residential structures, and in these areas, shall only occur across the street from single-family residential development. Development of angled parking shall also consider local and regional transit routes and future planned routes and existing and future traffic congestion. Striping for angled parking should not be placed near intersections, where turn lanes could be accommodated, to avoid adverse impact to vehicular congestion. Angled parking shall similarly avoid access driveways. Angled parking shall be developed in coordination with future development projects to allow some crediting for required parking through fair-share payment. The City shall make alterations to the Downtown Parking District, as necessary, to facilitate and administrate funding and development of angled parking.

Parking Structure(s)

Future development of the downtown may include the construction of one or more parking structures in key locations to supply parking convenient for visitors to and employees of downtown businesses.

The City shall, based on the parking study previously mentioned, consider the feasibility of constructing one or more parking structures to serve commercial parking demand in the Town Center Specific Plan in conjunction with removal of some amount of surface parking to accommodate future development projects. For convenience and access, two smaller parking structures, one on each side of Citrus between Badillo and San Bernardino, would be preferable to one parking structure. These structures should be located to ensure a maximum distance of two blocks between the parking structures and any point along Citrus Avenue. However, financing for two smaller parking structures may not be as feasible and efficient compared to one structure.

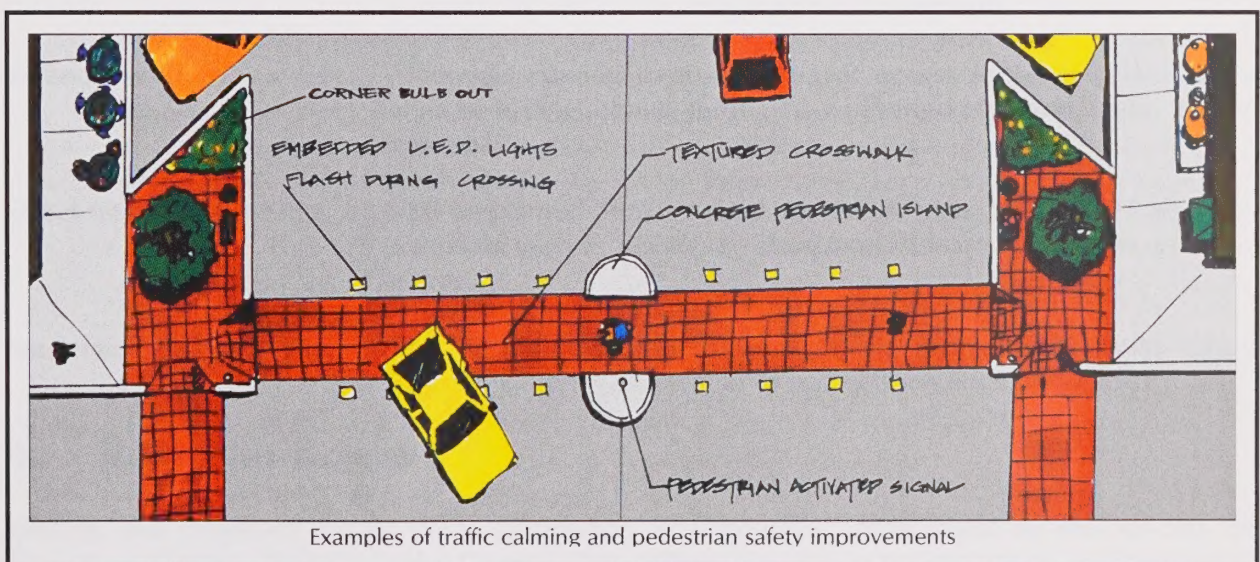
Future parking structures downtown shall be designed to avoid blocking important views and avoid substantially depriving existing adjacent structures of daylight. Parking structures shall be consistent with development standards promulgated by the Specific Plan. The City shall make alterations to the Downtown Parking District, as necessary, to facilitate and administrate funding and development of angled parking.

3. Pedestrian Access

The Specific Plan recommends improved pedestrian access in key areas of the Plan Area, in particular, to more effectively link major destination points downtown, such as City buildings, the medical center, and the retail and service core along Citrus Avenue.

Pedestrian Ways

Pedestrian access could be facilitated by extending the alleyway improvements completed by the City further to the west and east, completing a connection between the medical center at Third Avenue and Second Avenue. Extension of alleyway improvements would occur with the same approach to design as the existing alleyway improvements.



Pedestrian safety features recommended by the Specific Plan include traffic calming along San Bernardino Road near the intersections with Citrus Avenue, Second Avenue, and Third Avenue; and along Citrus Avenue near the intersections with School Street and Italia Street. Pedestrian safety features would include one or more of the following: flashing crossing devices, reflector marked and striped crosswalks, raised paved pedestrian surfaces, median pedestrian islands, and roadway narrowing at points of pedestrian crossing (designed as to not remove existing formal travel lanes). A grade-separated pedestrian walkway is recommended to connect the planned Metrolink parking structure (and potential residential mixed-use development west of Citrus Avenue) with the Metrolink commuter rail station.

Pedestrian improvements are also recommended along Third Avenue to increase safety and create a more pleasant walking experience between the Medical Center, the Metrolink parking structure, and commuter rail station.

Finally, the intersections of Front Street and First Avenue, Front Street and Second Avenue, and Geneva Place and Third Avenue may be appropriate for pedestrian plazas. Automobile access may still be allowed, but roadways would be narrowed and pedestrian areas widened. Pedestrian amenities would include wider sidewalks and bulbouts at corners, streetscape improvements (such as benches, landscaping, trash receptacles, kiosks, public art, and other elements).

Sidewalks

Sidewalks along all City streets should be developed and/or maintained within the Specific Plan Area (not including the pedestrian ways addressed above, which would have wider sidewalks and a higher density of pedestrian amenities) to provide the following minimum standards:

Minimum sidewalk width:	Five feet for pedestrian access.
Additional sidewalk width:	Two to five feet for landscaping, utility poles, street furniture, trash receptacles, and other streetscape improvements.
Sidewalk texture:	Sidewalks passing through vehicular access route or parking area shall be distinguishable through use of raised elevation, color, and/or texture.
Street trees:	Will be planted or maintained at intervals of no less than 25 feet, not including access points or designated landscaped areas or civic spaces.
Trash receptacles:	Will be provided consistent with the design used along Citrus Avenue currently at intervals of no less than once per block.

4. Vehicular Access

Existing and projected future traffic congestion is a potential impediment to the success of downtown Covina. Policies in the General Plan address downtown transportation improvements, including the requirement that the City balance its obligation to provide vehicular transportation improvements with its obligations related to accommodating residential and nonresidential growth,

community economic development, commercial revitalization, neighborhood preservation, and affordable housing.

As discussed in Chapter III of this Specific Plan, certain Specific Plan Area vicinity intersections and roadway segments experience existing or future unacceptable levels of service:

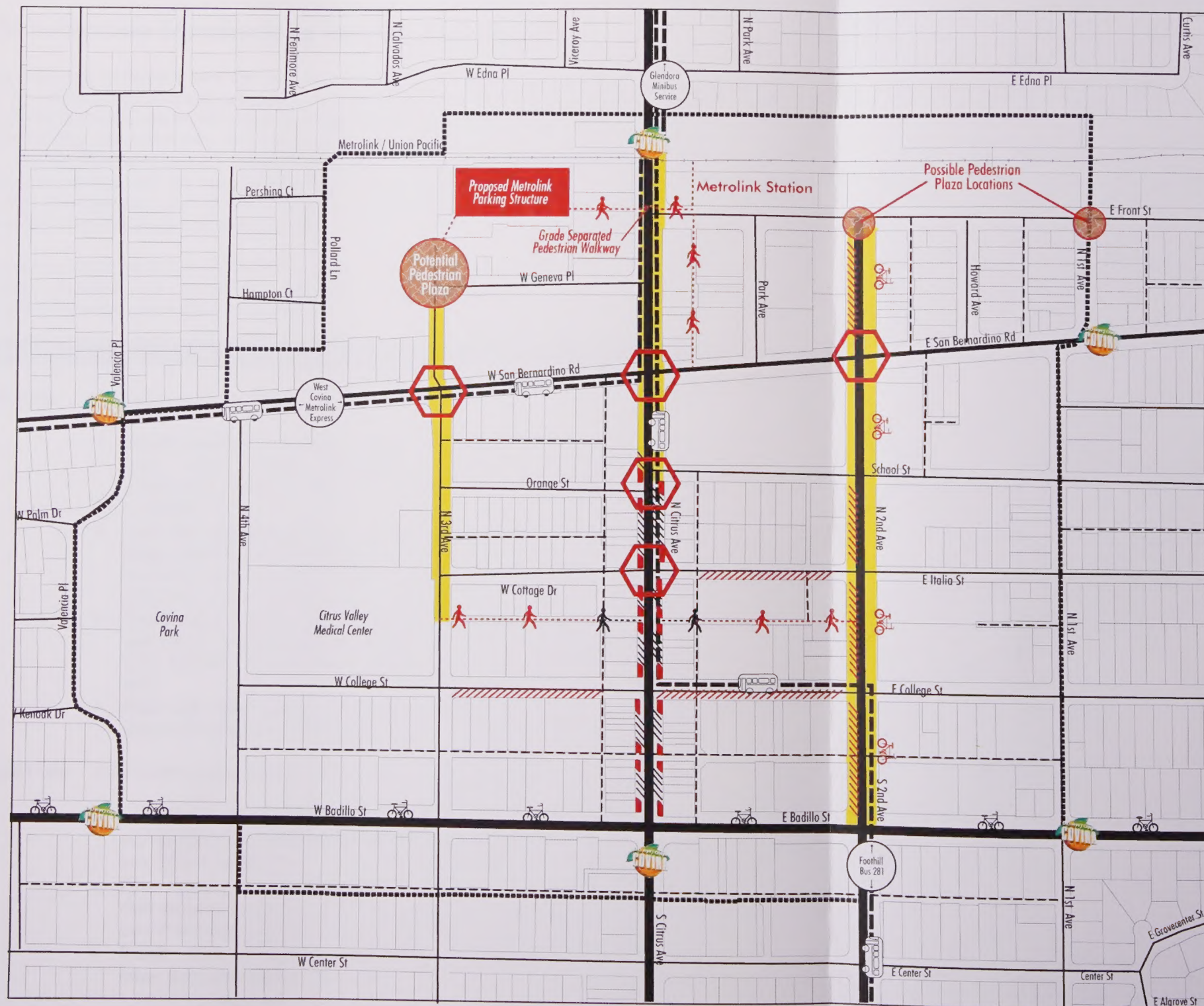
Roadway Segments

- Badillo Street, Third Avenue to Citrus Avenue
- Citrus Avenue, Badillo Street to San Bernardino Road
- San Bernardino Road, Hollenbeck Avenue to Third Avenue
- San Bernardino Road, Third Avenue to Citrus Avenue
- Barranca Avenue, San Bernardino Road to Cypress Street

Intersections

- Badillo/Hollenbeck
- Badillo/Citrus
- Citrus/College
- Citrus/San Bernardino
- San Bernardino/Hollenbeck
- Badillo/Fourth
- Barranca/Front
- San Bernardino/Third

Transportation planning for future projects downtown shall direct and orient traffic to the Barranca north-south corridor rather than Citrus Avenue or Hollenbeck Avenue. The City should remove angled parking along Citrus to accommodate additional turning lanes where installation of such improvements would maintain or achieve acceptable levels of service. The City should analyze the potential of using parallel parking during non-peak travel times that is also striped to be used as a travel lane or turning lane during peak travel demand periods.



Legend

- Specific Plan Boundary
- Railroad - Metrolink/Union Pacific
- Secondary Arterial
- Collector Street
- Local Street
- - - Alley
- Downtown Gateways
- Existing Pedestrian Alleys/Passageways
- Future Pedestrian Alleys/Passageways
- Existing Bicycle Routes (Class 3 only)
- Future Bicycle Routes (Class 3 only)
- Future Pedestrian Plaza Locations
- Foothill Transit Routes
- Streetscape Improvements (Including Pedestrian Improvements)
- Traffic Calming Measures
- Existing Angled Parking
- Potential Angled Parking Study Areas
- Potential Bulb Out

North



0 125 250 500 750 1,000 Feet

Figure V-2
Proposed Circulation
COVINA TOWN CENTER SPECIFIC PLAN

H. REGULATORY REQUIREMENTS

1. Development Standards by Focused Activity Area

The Covina Zoning Ordinance and the Downtown Design Plan and Implementation Guidelines regulate the development and redevelopment of properties within the Town Center Specific Plan Area. The Specific Plan contains development standards that are consistent with goals and policies of the General Plan, but which differ in some respects compared to the existing land use regulatory scheme. Specific Plan development standards have been prepared to encourage the revitalization of this Area in concert with the community's vision for the future of downtown. Wherever the Specific Plan development standards do not address a particular issue, City staff will rely on other regulations for particular development proposals.

Some of the development standards would be applied throughout the Specific Plan Area. Other development standards are specifically designed to accommodate Focused Activity Area development, as noted in the material that follows.

a. Health Services Focused Activity Area (TCSP-1)

Permitted Uses: The following uses are permitted in the Health Services Focused Activity Area:

- **Health services,** including medical, dental, optometry, chiropractic, health care clinics, health care-related research laboratories, hospitals, pharmacies, medical offices, licensed, and other medical facilities and practices.
- **Uses that provide goods or services to health service establishments, their patients, and employees.** Health service goods and equipment suppliers, medical offices, health service education and training, flower and gift shops, stationery stores, day care nurseries, and similar uses.
- **Small group homes.** Licensed care facilities serving up to six residents as defined in, and meeting the requirements of, the California Community Care Facilities Act (California Health and Safety Code, section 1500 et. seq.).
- **Park and open space.** Park and public open spaces uses, including structures associated with those uses.

Conditional Uses: The following uses are permitted subject to a conditional use permit:

- **Multiple dwellings.** Apartments, townhouses, condominiums, and other multiple dwelling buildings, but only above the first full story above ground level in any building.
- **Food service.** Food services, such as restaurants, coffee shops, delicatessens, snack bars, sandwich shops, and cafes, but only if contained on the first floor of a building with other uses permitted in this section.
- **Retail.** General retail merchandise sales if contained in a building with other uses permitted in this section.

- **Uses permitted in other Town Center Specific Plan Areas.** Uses not listed above that are permitted in the Institutional Focused Activity Area.
- **Large group homes.** Licensed care facilities of more than six residents as defined in, and meeting the requirements of, the California Community Care Facilities Act (California Health and Safety Code, section 1500 et. seq.).
- **Single-Room Occupancy residential (SRO).** Residential uses that provide multiple single-room dwelling units, each intended for occupancy by one person. Such units may contain food preparation, sanitary facilities, or both, or contain shared food preparation and sanitary facilities.
- **Lodging.** Lodging facilities, such as hotels, motels, and bed-and-breakfast lodges.
- **Parking facilities.** Freestanding publicly- or privately-operated parking facilities, surface parking lots, or parking structures.

Building Height: For parcels of less than forty thousand (40,000) square feet in area, the maximum height of structures shall be thirty-five (35) feet. For parcels equal to or greater than forty thousand (40,000) square feet in area, the maximum height shall be seventy (70) feet.

Floor Area Ratio: Maximum Floor Area Ratio (FAR) shall be determined by the following:

Parcel Size/Building Coverage	Maximum FAR
Parcels up to 20,000 sq. ft.	2.0
Parcels greater than 20,000 sq. ft.	
Building coverage greater than 75%	2.0
Building coverage between 50% and 75%	2.5
Building coverage less than 50%	3.0

Minimum Lot Size: Five thousand (5,000) square feet, except that legal lots in existence on the effective date of the Town Center Specific Plan shall not be subject to this requirement.

Setback, Front: No setback shall be required, except as necessary to allow for pedestrian and landscape improvements required under the Town Center Specific Plan.

Setback, Side: Following side setback minimums apply (measured in feet):

- (1) Where the interior side parcel line abuts a Residential Focused Activity Area or a single-family residential district, any structures must maintain the following minimum distance from all structures on adjacent residential parcels:

$$\text{Minimum Building Separation} = 5 \left(\frac{\text{Building Height at Highest Point (in ft.)}}{10} \right)$$

(For example, the minimum building separation for a building measuring 35 feet in height at the highest point would be 35 divided by 10 multiplied by 5 = 17.5 feet)

The interior side yard may be used for parking or loading to within five (5) feet of the interior side property line, provided that parking or loading does not extend above the first floor level and provided a wall not less than five (5) feet or more than six (6) feet in height is erected and maintained along the side commercial parcel line. A required interior side yard shall not be used for access or for commercial purposes.

- (2) Setbacks required to accommodate landscaping required for a street side yard, landscape buffer, and screening pursuant to the provisions of the Town Center Specific Plan.
- (3) A ten (10)-foot setback from an interior property line shall be required for portions of buildings that contain windows, doors, or other openings into the interior of the building. An interior side yard less than ten (10) feet is permitted if provisions of the Uniform Building Code related to fire-rated openings in side yards are satisfied, as determined by the Building Official.

Setback, Rear:

Where the rear parcel line abuts a Residential Focused Activity Area or a single-family residential district, any structures must maintain the following minimum distance from all structures on adjacent residential parcels:

$$\text{Minimum Building Separation} = 5 \left(\frac{\text{Building Height at Highest Point (in ft.)}}{10} \right)$$

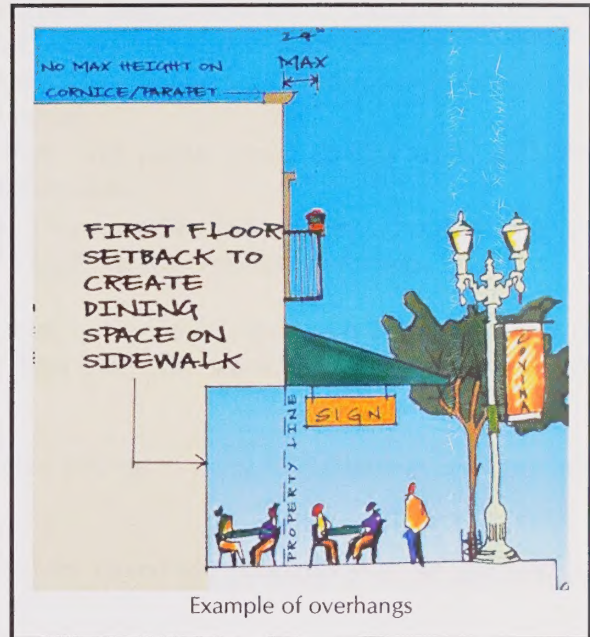
Landscaping:

Landscaping requirements of Section 17.52.240 of the Covina Zoning Ordinance shall apply, except that structures built to the front property line shall not be required to provide landscaping between the front property line and sidewalks or other public areas.

Overhangs:

Trellises, canopies, signs, and awnings may extend horizontally into the public right-of-way, up to six (6) feet. These overhangs must provide a minimum of eight (8) feet clear height above sidewalk grade.

Overhangs such as cornices, open balconies, and other architectural ornaments and features may extend into the public right-of-way up to twenty-four (24) inches. These overhangs must provide a minimum of ten (10) feet of clear height above sidewalk grade.



Screening:

Screening requirements of Section 17.52.140 through 17.52.170 of the Covina Zoning Ordinance shall apply, except that no screening wall shall be required along front property lines for commercial structures abutting a residential zone if the commercial property faces a street.

b. Residential Focused Activity Area (TCSP-2)

Permitted Uses: Permitted uses in the Residential Focused Activity Area include:

- **Multiple dwellings.** Multiple dwellings, guest houses, and home businesses.
- **Ground floor commercial.** Retail, food service, and personal service uses if located on the first floor of a residential-commercial mixed-use building.
- **Small group homes.** Licensed care facilities serving up to six residents as defined in, and meeting the requirements of, the California Community Care Facilities Act (California Health and Safety Code, section 1500 et. seq.).

Conditional Uses: The following uses are permitted subject to a conditional use permit:

- **Large group homes.** Licensed care facilities serving more than six residents as defined in, and meeting the requirements of, the California Community Care Facilities Act (California Health and Safety Code, section 1500 et. seq.).
- **Single-Room Occupancy residential (SRO).** Residential uses that provide multiple single-room dwelling units, each intended for occupancy by one

person. Such units may contain food preparation, sanitary facilities, or both, or contain shared food preparation and sanitary facilities.

- **Boarding and rooming houses.** Residential uses in which individual rooms are rented, with or without board.
- **Park and open space.** Park and public open spaces uses, including structures associated with those uses.
- **Day nurseries and schools.** Day nurseries and nursery schools, but only if located on the first floor of a building with multiple dwellings.

Building Height: Not to exceed thirty-five (35) feet, but no more than two (2) stories, and up forty (40) feet, but no more than three (3) stories, with a conditional use permit.

Maximum Density: Twenty-five dwelling units per acre and up to thirty (30) dwelling units per acre with a conditional use permit.

Floor Area Ratio: Maximum Floor Area Ratio (FAR) for mixed-use buildings shall be 2.0, and 2.5 with a conditional use permit.

Minimum Lot Size: Five thousand (5,000) square feet, except that legal lots in existence on the effective date of the Town Center Specific Plan shall not be subject to this requirement.

Setback, Front: Each lot shall have a front yard of not less than twenty-five (25) feet, extending the full width of the lot, except that parcels of one acre or more in size shall have an average front setback of not less than 15 feet and a minimum setback of not less than 10 feet.

Setback, Side: None, except:

- (1) Each lot shall have a full side yard equal to or greater than the following:

$$\text{Minimum Side Setback} = 5 \left(\frac{\text{Building Height at Highest Point (in ft.)}}{10} \right)$$

- (2) Setbacks required to accommodate landscaping required for a street side yard, landscape buffer, and screening pursuant to the provisions of the Town Center Specific Plan.

- (3) A ten (10)-foot setback from an interior property line shall be required for portions of buildings that contain windows, doors, or other openings into the interior of the building. An interior side yard less than ten (10) feet shall be permitted if provisions of the Uniform Building Code related to fire-rated openings in side yards are satisfied, as determined by the Building Official.

Townhouse Exception: A zero (0) side yard may be permitted on one or both sides where adjacent properties participate in an agreement approved by the City attorney.

Setback, Rear: Each lot shall have a rear yard of not less than twenty-five (25) feet, extending the full width of the lot, except that parcels of one acre or more in size shall have an average rear setback of not less than 15 feet and a minimum setback of not less than 10 feet..

Landscaping: Landscaping requirements shall be equal to those provided in Section 17.52.240 of the Covina Zoning Ordinance.

c. Institutional Uses Focused Activity Area (TCSP-3)

Permitted Uses: Permitted uses in the Institutional Focused Activity Area include:

- **Public and private institutional uses.** Public and private uses related to government, education, religious organizations and places of worship, community services, recreation, public and private clubs, and fraternal organizations.
- **Professional offices.** Professional offices.
- **Multiple dwellings.** Apartments, townhouses, condominiums, and other multiple dwelling buildings, but only above the first floor in any building.
- **Park and open space.** Park and public open spaces uses, including structures associated with those uses.

Conditional Uses: The following uses are permitted subject to a conditional use permit:

- **Uses permitted in other Town Center Specific Plan areas.** Uses not listed above that are permitted in the Health Services, Mixed-Use, and Retail and Service Core focused activity areas.
- **Real estate and financial services.** Real estate and financial services such as real estate sales, property management, banks and savings institutions, accountants, tax services, and similar uses.
- **Single-Room Occupancy residential (SRO).** Residential uses that provide multiple single-room dwelling units, each intended for occupancy by one person. Such units may contain food preparation, sanitary facilities, or both, or contain shared food preparation and sanitary facilities.
- **Parking facilities.** Freestanding publicly- or privately-operated parking facilities, surface parking lots or parking structures.

Building Height: Not to exceed forty (40) feet.

Floor Area Ratio: Maximum Floor Area Ratio (FAR) shall be determined by the following:

Parcel Size/Building Coverage	Maximum FAR
Parcels up to 20,000 sq. ft.	1.0
Parcels greater than 20,000 sq. ft.	
Building coverage greater than 75%	1.0
Building coverage between 50% and 75%	1.5
Building coverage less than 50%	2.0

Minimum Lot Size: Five thousand (5,000) square feet, except that legal lots in existence on the effective date of the Town Center Specific Plan shall not be subject to this requirement.

Setback, Front: No setback shall be required, except as necessary to allow for pedestrian and landscape improvements required under the Town Center Specific Plan. Refer to Downtown Design Guidelines for options regarding first-floor insets, pedestrian gathering areas, and related design recommendations.

Setback, Side: None, except:

- (1) Where the interior side parcel line abuts a Residential Focused Activity Area or a single-family residential district, any structures must maintain the following minimum distance from all structures on adjacent residential parcels:

$$\text{Minimum Building Separation} = 5 \left(\frac{\text{Building Height at Highest Point (in ft.)}}{10} \right)$$

The interior side yard may be used for parking or loading to within five (5) feet of the interior side property line provided the parking or loading does not extend above the first floor level and provided a wall not less than five (5) feet or more than six (6) feet in height is erected and maintained along the side commercial parcel line. A required interior side yard shall not be used for access or for commercial purposes.

- (2) That needed to accommodate landscaping required for a street side yard, landscape buffer and screening pursuant to the provisions of the Town Center Specific Plan.
- (3) A ten (10)-foot setback from an interior property line shall be required for portions of buildings that contain windows, doors, or other openings into the interior of the building. An interior side yard less than ten (10) feet shall be permitted if provisions of the Uniform Building Code related to fire-rated openings in side yards are satisfied, as determined by the Building Official.

Setback, Rear: Where the rear parcel line abuts a Residential Focused Activity Area or a single-family residential district, any structures must maintain the following minimum distance from all structures on adjacent residential parcels:

$$\text{Minimum Building Separation} = 5 \left(\frac{\text{Building Height at Highest Point (in ft.)}}{10} \right)$$

Landscaping: Landscaping requirements of Section 17.52.240 of the Covina Zoning Ordinance shall apply, except that structures built to the front property line shall not be required to provide landscaping between the front property line and sidewalks or other public areas.

Overhangs: Trellises, canopies, signs, and awnings may extend horizontally into the public right-of-way, up to six (6) feet. These overhangs must provide a minimum of eight (8) feet clear height above sidewalk grade.

Overhangs such as cornices, open balconies, and other architectural ornaments and features may extend into the public right-of-way up to twenty-four (24) inches. These overhangs must provide a minimum of ten (10) feet of clear height above sidewalk grade.

Screening: Screening requirements of Section 17.52.140 through 17.52.170 of the Covina Zoning Ordinance shall apply.

d. Mixed-Use Focused Activity Area (TCSP-4)

Permitted Uses: The following uses are permitted in the Mixed-Use Focused Activity Area, either individually or in combination with other uses on the same property:

- **Uses Permitted in Other Town Center Specific Plan Focused Activity Areas.** Any uses permitted in other Town Center Specific Plan focused activity areas may be permitted in the Mixed-Use Focused Activity Area, either individually or in combination with other uses on the same property.

Conditional Uses: The following uses are permitted subject to a conditional use permit:

- **Single-Room Occupancy residential (SRO).** Residential uses that provide multiple single-room dwelling units, each intended for occupancy by one person. Such units may contain food preparation, sanitary facilities, or both, or contain shared food preparation and sanitary facilities.
- **Parking facilities.** Freestanding publicly- or privately-operated parking facilities, surface parking lots or parking structures.
- **Light industrial uses.** Light industrial uses, including storage associated with light industrial uses, that are of a scale and type of operation,

fabrication, assembly, manufacture, or processing that is consistent with the intent of the Mixed-Use Focused Activity Area.

- **Sale of alcohol.** The sale of alcohol for on-site consumption, including in conjunction with entertainment uses, that is not part of a food service establishment.
- **Outdoor eating or sales.** Food service or sales that occur within a public right-of-way, such as sidewalk cafes and sales, but only in conjunction with business located in an adjacent building.
- **Automobile service.** Automobile service, repair, and retail sales of gasoline and other automobile product.

Building Height: Not to exceed thirty-five (35) feet, except that if at least thirty (30) percent of the structure is used for residential use, then not to exceed fifty (50) feet.

Floor Area Ratio: Maximum Floor Area Ratio (FAR) shall be 1.5. For structures within which at least 30 percent of the building square footage is dedicated to residential use, the maximum FAR is 2.0, and up to 2.5 with a conditional use permit.

Minimum Lot Size: Five thousand (5,000) square feet, except that legal lots in existence on the effective date of the Town Center Specific Plan shall not be subject to this requirement.

Setback, Front: No setback shall be required, except as necessary to allow for pedestrian and landscape improvements required under the Town Center Specific Plan. Refer to Downtown Design Guidelines for options regarding first-floor insets, pedestrian gathering areas, and sidewalk cafes.

Setback, Side: None, except:

- (1) Where the interior side parcel line abuts a Residential Focused Activity Area or a single-family residential district, any structures must maintain the following minimum distance from all structures on adjacent residential parcels:

$$\text{Minimum Building Separation} = 5 \left(\frac{\text{Building Height at Highest Point (in ft.)}}{10} \right)$$

The interior side yard may be used for parking or loading to within five (5) feet of the interior side property line provided the parking or loading does not extend above the first floor level and provided a wall not less than five (5) feet or more than six (6) feet in height is erected and maintained along the side commercial parcel line. A required interior side yard shall not be used for access or for commercial purposes.

- (2) That needed to accommodate landscaping required for a street side yard, landscape buffer and screening pursuant to the provisions of the Town Center Specific Plan.

- (3) A ten (10)-foot setback from an interior property line shall be required for portions of buildings that contain windows, doors, or other openings into the interior of the building. An interior side yard less than ten (10) feet shall be permitted if provisions of the Uniform Building Code related to fire-rated openings in side yards are satisfied, as determined by the Building Official.

Setback, Rear: Where the rear parcel line abuts a Residential Focused Activity Area or a single-family residential district, any structures must maintain the following minimum distance from all structures on adjacent residential parcels:

$$\text{Minimum Building Separation} = 5 \left(\frac{\text{Building Height at Highest Point (in ft.)}}{10} \right)$$

Landscaping: Landscaping requirements of Section 17.52.240 of the Covina Zoning Ordinance shall apply except that structures built to the front property line shall not be required to provide landscaping between the front property line and sidewalks or other public areas. Landscaping requirements can be met in coordination with nearby development proposals through development of corner or mid-block civic plazas or through contribution to an in-lieu fee program through which public spaces shall be developed by the City, subject to approval by the Planning Commission.

Overhangs: Trellises, canopies, signs, and awnings may extend horizontally into the public right-of-way, up to six (6) feet. These overhangs must provide a minimum of eight (8) feet clear height above sidewalk grade.

Overhangs such as cornices, open balconies, and other architectural ornaments and features may extend into the public right-of-way up to twenty-four (24) inches. These overhangs must provide a minimum of ten (10) feet of clear height above sidewalk grade.

Screening: Screening requirements of Section 17.52.140 through 17.52.170 of the Covina Zoning Ordinance shall apply except that no screening wall shall be required along front property lines for commercial structures abutting a residential zone, if the commercial property faces a street. (Current regulations require a three-foot wall).

e. Retail and Service Core Focused Activity Area (TCSP-5)

Permitted Uses: Permitted uses in the Retail and Service Core Focused Activity Area include:

- **Retail.** Retail business uses of all types, except adult-oriented businesses.
- **Food service.** Restaurants and food service establishments. The sale of alcohol for consumption on site must be in conjunction with a restaurant or other food service establishment.
- **Other Services.** Business, personal, and professional service uses of all types.

- **Multiple dwellings.** Multiple dwellings above the first floor of any building.
- **Entertainment and performance establishments.** Live and non-live entertainment and performing uses, including movie theaters; live theaters; comedy, music, and dance clubs; and video, mechanical, and other arcade games (if no more than three such games); but excluding adult-oriented businesses.
- **Arts and crafts sales and galleries.** Uses involved in the exhibit, sales, public education, manufacture, and distribution of all manner of arts, crafts, sculpture, and the like. The floor area devoted to the manufacture of arts, crafts, sculpture, and the like shall not exceed the floor area devoted to exhibits and/or sales.
- **Lodging.** Lodging facilities, such as hotels, motels, and bed-and-breakfast inns.
- **Parking facilities.** Freestanding publicly- or privately-operated parking facilities, surface parking lots or parking structures.

Conditional Uses: The following uses are permitted subject to a conditional use permit:

- **Single-Room Occupancy residential (SRO).** Residential uses above the first floor in any building that provide multiple single-room dwelling units, each intended for occupancy by one person. Such units may contain food preparation, sanitary facilities, or both, or contain shared food preparation and sanitary facilities.
- **Sale of alcohol.** The sale of alcohol for on-site consumption, including in conjunction with entertainment uses, that is not part of a food service establishment.
- **Parking Facilities.** Freestanding publicly- or privately-operated parking facilities, surface parking lots or parking structures.
- **Arcades.** Video, mechanical, and other arcade games in excess of three.
- **Automobile service.** Automobile service, repair, and retail sales of gasoline and other automobile products.
- **Outdoor eating or sales.** Food service or sales that occur within a public right-of-way, such as sidewalk cafes and sales, but only in conjunction with business located in an adjacent building..

Building Height: Not to exceed thirty-five (35) feet, except that if at least thirty (30) percent of the structure is used for residential use, then building height shall not exceed fifty (50) feet.

Floor Area Ratio: Maximum Floor Area Ratio (FAR) shall be determined by the following:

Street Frontage	Regular Maximum FAR	Preferred Use FAR*
Citrus Avenue	2.0	3.0
Other	1.5	2.5

Note: * Preferred Use is a structure within which at least 30 percent of the building square footage is dedicated to residential use.

Minimum Lot Size: Five thousand (5,000) square feet, except that legal lots in existence on the effective date of the Town Center Specific Plan shall not be subject to this requirement.

Setback, Front: No setback shall be required, except as necessary to allow for pedestrian and landscape improvements required under the Town Center Specific Plan. Refer to Downtown Design Guidelines for options regarding first-floor insets, pedestrian gathering areas, and sidewalk cafes.

Setback, Side: Minimum side setback requirements are as follows:

- (1) Where the interior side parcel line abuts a Residential Focused Activity Area or a single-family residential district, any structures must maintain the following minimum distance from all structures on adjacent residential parcels:

$$\text{Minimum Building Separation} = 5 \left(\frac{\text{Building Height at Highest Point (in ft.)}}{10} \right)$$

The interior side yard may be used for parking or loading to within five (5) feet of the interior side property line provided the parking or loading does not extend above the first floor level and provided a wall not less than five (5) feet or more than six (6) feet in height is erected and maintained along the side commercial parcel line. A required interior side yard shall not be used for access or for commercial purposes.

- (2) That needed to accommodate landscaping required for a street side yard, landscape buffer and screening pursuant to the provisions of the Town Center Specific Plan.
- (3) A ten (10)-foot setback from an interior property line shall be required for portions of buildings that contain windows, doors, or other openings into the interior of the building. An interior side yard less than ten (10) feet shall be permitted if provisions of the Uniform Building Code related to fire-rated openings in side yards are satisfied, as determined by the Building Official.

Setback, Rear: Where the rear parcel line abuts a Residential Focused Activity Area or a single-family residential district, any structures must maintain the following minimum distance from all structures on adjacent residential parcels:

$$\text{Minimum Building Separation} = 5 \left(\frac{\text{Building Height at Highest Point (in ft.)}}{10} \right)$$

- Landscaping:** Landscaping requirements of Section 17.52.240 of the Covina Zoning Ordinance shall apply except that structures built to the front property line shall not be required to provide landscaping between the front property line and sidewalks or other public areas. Landscaping requirements can be met in coordination with nearby development proposals through development of corner or mid-block civic plazas or through contribution to an in-lieu fee program through which public spaces shall be developed by the City, subject to approval by the Planning Commission.
- Overhangs:** Trellises, canopies, signs, and awnings may extend horizontally into the public right-of-way, up to six (6) feet. These overhangs must provide a minimum of eight (8) feet clear height above sidewalk grade.
- Overhangs such as cornices, open balconies, and other architectural ornaments and features may extend into the public right-of-way up to twenty-four (24) inches. These overhangs must provide a minimum of ten (10) feet of clear height above sidewalk grade.
- Screening:** Screening requirements of Section 17.52.140 through 17.52.170 of the Covina Zoning Ordinance shall apply except that no screening wall shall be required along front property lines for commercial structures abutting a residential zone if the commercial property faces a street. (Current regulations require a three-foot wall).

f. Parks and Open Space (TCSP-6)

- Permitted Uses:** Permitted uses include park and recreational facilities and structures designed for public gatherings and events.
- Building Height:** No structure shall exceed thirty-five (35) feet.
- Floor Area Ratio:** Maximum Floor Area Ratio (FAR) of buildings shall be 0.25.
- Minimum Lot Size:** None.
- Setback, Front:** No front set-back is required.
- Setback, Side:** Any structures must maintain at least a ten (10)-foot building separation.
- Setback, Rear:** Any structures must maintain at least a ten (10)-foot building separation.
- Parking:** Parking requirements of Section 17.72 of the Covina Zoning Ordinance shall apply.

2. Standards Applicable in All Focused Activity Areas

a. Parking

Parking requirements shall be equal to those set forth in Section 17.72 of the Covina Zoning Ordinance, except that adjustments to required parking may be approved by the City as specified below. Landscaping for parking and other parking requirements currently included in Chapter 17.50 (TC-P zone) should be moved to Chapter 17.72 and applied to the Health Service and Institutional focused activity areas. Landscaping for parking and other parking requirements currently included in Chapter 17.52 (TC-C zone) should be moved to Chapter 17.72 and applied to all other focused activity areas within the Town Center Specific Plan.

On-Street

Parking Credit: The number of required off-street parking spaces may be reduced by the number of on-street parking spaces located adjacent to the front or rear property line. This reduction shall not apply to the number of handicapped-accessible spaces required.

Shared Parking: A commercial, residential, institutional, or mixed-use development may receive a reduction in required parking as a credit for existing parking spaces adjacent to the development, if it is determined by the Planning Commission that such spaces may be feasibly shared between multiple uses adjacent to the parking spaces. Such a determination by the Planning Commission shall not be made unless the Commission determines that the uses proposing to share parking spaces have hours of parking demand which do not overlap.

A commercial, residential, institutional, or mixed-use development may receive a reduction in required parking as a credit for parking spaces within 300 feet of the development available to the general public.

Joint-Use Parking: A commercial, residential, institutional, or mixed-use development may receive a reduction in required parking on a one-for-one basis for each exclusively assigned parking space provided in a joint-use parking facility located within 300 feet of the development.

Parking

Behind Buildings: New off-street surface parking shall be located behind buildings which front on streets in the Specific Plan Area. Parking may be located adjacent to side streets for corner lots, subject to plan review.

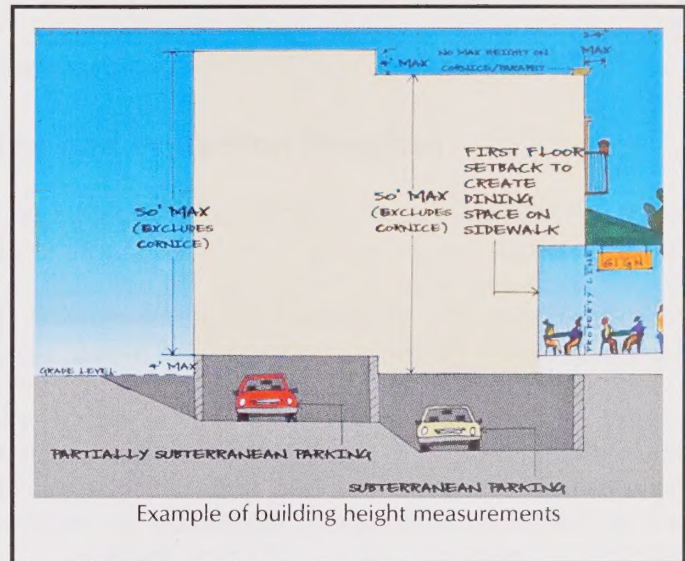
Transit Parking Credit:

The City may approve a reduction in the number of off-street parking spaces when a development is located within ¼ mile of a Metrolink station, an employer implements a ride-sharing program approved by the City (such as car pooling, vanpooling, or shuttle/jitney services), and/or an employer pays for at least fifty (50) percent of the cost of public transit for its employees.

b. Measurement of Building Height

The measurement of building height in the Town Center Specific Plan area shall exclude the following:

1. Architectural features, such as parapets, cornices, gargoyles, and pediments, that extend above the roofline of a building.
2. If parking is provided under the first floor of a building and placed partially below grade, up to four feet of the parking structure that extends above grade.



c. Signs

Signs placed within the Town Center Specific Plan Area shall comply with Chapter 17.74 of the Covina Zoning Code. All regulations pertaining to signs should be included in Chapters 17.74 and 17.75, as appropriate. Sign regulations currently contained in Chapter 17.50 should be moved to Chapter 17.74 and applied within the Health Service and Institutional focused activity areas. Sign regulations currently contained in Chapter 17.52 should be moved to Chapter 17.74 and applied to all other focused activity areas within the Town Center Specific Plan.

d. Walls and Fences

Walls and fences constructed within the Town Center Specific Plan Area shall comply with the requirements of a new chapter of the Covina Zoning Code that will regulate such structures. All requirements related to the location, height, construction, use of materials, and other particulars for walls and fences should be contained in this new chapter. This new chapter should combine the individual requirements for walls and fences contained in Chapters 17.08 through 17.58. Until such time as new chapter regulating walls and fences is adopted, current requirements of the TCP zone will apply to the Health Service and Institutional focused activity areas, and current requirements of the TCC zone will apply to all other focused activity areas.

3. Downtown Design Plan

Downtown Design Plan is hereby incorporated by reference for use in implementing the Town Center Specific Plan. The Downtown Design Plan shall be used when the Planning Commission evaluates proposed development plans related to:

- Rehabilitation Requirements for Type I buildings
 - Architectural components of building styles
 - Provisions for railings, sidewalk cafes, awnings, residential balconies
 - Massing, scale, and proportional consistency

- Rehabilitation Requirements for Type II buildings
- Signage

4. Other Implementation Measures

a. Historic Resources Identification and Protection Program

The City will identify important historic and architecturally significant structures within the Town Center Specific Plan Area as historic landmarks or structures of merit according to Chapter 17.81 of the Covina Zoning Ordinance. The exterior alteration or demolition of such structures should comply with this Chapter and with the Covina Downtown Design Guidelines. The identification of historical and architecturally significant resources should be incorporated into an official inventory of buildings and properties to be adopted by the City with twenty four (24) months of the adoption of the Town Center Specific Plan. The City, based on this inventory, will prepare a Historic Resource Plan to be completed by a qualified expert in the field of historic/architectural preservation. The Plan will include an identification of buildings and structures of local historical and/or architectural significance. Any alternations or demolition of structures identified in the Historic Resource Plan is subject to review and approval according to the provisions of Chapter 17.81 of Zoning Ordinance.

If a development application or application for a demolition permit is submitted prior to completion and adoption of the Historic Resource Plan that involves the alteration or removal of a potentially historic structure, such a proposed action will be reviewed and subject to approval of the City Council according to the provisions of Chapter 17.81 of the Covina Zoning Ordinance.

If necessary to preserve such structures, the City should consider the use of tax-increment redevelopment or CDBG funds to provide low-interest loans to property owners interested in façade improvements or building renovation of historic or architecturally significant structures.

b. Tree Inventory and Protection Program

The City Planner will make recommendations to avoid harm to mature trees in pre-application meetings with potential downtown developers and as a part of submitted applications for development projects. Particular emphasis should be given to preserving mature trees, wherever possible, in and within twenty (20) feet of a public right-of-way.

Tree Preservation Resource Plan

The City will identify oak and other mature trees within public rights-of-way and City-owned property in the Town Center Specific Plan Area. The City will inventory mature trees as a part of a Tree Preservation Resource Plan to be adopted by the City with twenty-four (24) months of the adoption of the Town Center Specific Plan. Trees identified as a part of the City's Plan will include those of significantly good health that have any of the following characteristics:

- Trees with a trunk diameter of at least 10 inches for a single trunk tree as measured at four and one half feet above mean natural grade of the surrounding ground; and
- Trees with a combined diameter of at least 22 inches for a multiple trunk tree as measured at four and one half feet above mean natural grade of the surrounding ground.

The City will prepare the Plan in consultation with a certified arborist, to assist in identification and preservation of the mature tree canopy of downtown Covina. Chapter 17.83 of the Zoning Ordinance addresses only mature oak trees, but allows the City Council also to designate as a Heritage Tree any other tree or group of trees deemed important for preservation. The Tree Preservation Resource Plan will provide information to the Council regarding the location of all species of mature trees on public property that may be important for preservation. Proposed alteration or removal of trees identified by the City's Plan is subject to review and approval according to the provisions of Chapter 17.83 of Zoning Ordinance.

Until a Tree Preservation Resource Plan has been adopted by the City, any action on public property that would involve the alteration or removal of a potentially significant tree shall require review and approval of the City Council. All provisions of Chapter 17.83 of the Covina Zoning Ordinance shall remain in effect.

Enforcement of Existing Tree Preservation Ordinance in Specific Plan Area

As identified in Chapter 17.83 of the Covina Zoning Ordinance, new development, redevelopment, and property maintenance activities will be conducted in a way that avoids or minimizes the harm to Heritage Trees located on private *and* public property within the Specific Plan Area. Routine maintenance, emergency maintenance, and other exemptions to the tree preservation ordinance will also apply in the Specific Plan Area.

The conditions of approval for removal of a Heritage Tree from Chapter 17.83.090 of the Zoning Ordinance will apply, except that the approval authority will impose replanting, relocation, in-lieu fees for heritage tree protection, or other conditions that promote the preservation of heritage trees within the Specific Plan Area (tree preservation and propagation fund).

c. Mixed-Income Housing Requirements and Incentives

Housing within Redevelopment Project Areas

Any housing constructed within the Town Center Specific Plan Area that is located within a Covina Redevelopment Agency project area (see Figure IV-3) shall comply with requirements of the California Health and Safety Code, section 33413:

1. At least 30 percent of all new and substantially rehabilitated dwelling units developed by an agency shall be available at affordable housing cost to, and occupied by, persons and families of low or moderate income.³ Not less than 50 percent of the dwelling units required to be available at affordable housing cost to, and occupied by, persons and families of low- or moderate-income shall be available at affordable housing cost to, and occupied by, very low-income households.
2. At least 15 percent of all new and substantially rehabilitated dwelling units developed within a project area under the jurisdiction of an agency by public or private entities or persons other than the agency shall be available at affordable housing cost to, and occupied by,

³ Persons and families of low- and moderate-income are those earning no more than 80 percent and 120 percent of the Los Angeles County median family income, as determined annually by the U.S. Department of Housing and Urban Development. Very low-income households are those earning no more than 50 percent of the Los Angeles County median family income.

persons and families of low or moderate income. Not less than 40 percent of the dwelling units required to be available at affordable housing cost to, and occupied by, persons and families of low or moderate income shall be available at affordable housing cost to, and occupied by, very low-income households.

Housing Outside Redevelopment Project Areas

Outside of redevelopment project areas, the City will seek to ensure that at least five percent of new housing units are affordable to very low-income households, and five percent affordable to low-income households through the following incentives:

1. Fee reductions, waivers, or deferrals;
2. FAR bonuses for mixed-use buildings that include residential uses;
3. Residential density bonuses for qualifying projects under California Government Code Section 65915⁴;
4. Assistance in accessing State or federal low-income housing subsidies;
5. Participation in bond or mortgage credit certificate programs, to the extent feasible within the City's staff and financial capacity;
6. Expedited permit processing; and,
7. Use of the Redevelopment Agency's low- and moderate-income housing funds, to the extent available for use outside redevelopment project areas.

Employee Housing

The City will work with large employers in the Town Center Specific Plan Area to provide housing suitable for, and affordable to, their employees. The City will consider providing the same incentives as described above for housing outside redevelopment project areas.

Density Bonuses for Affordable Housing

Under California law (sections 65915 and 65915.5 of the California Government Code), cities and counties are required to offer density bonus or other incentives of equivalent financial value to residential developers who agree to set aside a portion of their housing units for low-income residents and/or provide childcare facilities. Density bonuses and other incentives can provide significant benefits to residential developers to encourage the production of affordable housing.

The City of Covina is required to offer a 25 percent density bonus or other incentives if at least:

1. 10 percent of the proposed housing units will be affordable to very-low-income households; or
2. 20 percent of the proposed housing units will be affordable to low-income households; or
3. 50 percent of the proposed housing units will be reserved for seniors (qualifying residents); or
4. 20 percent of the proposed housing units in a condominium project will be affordable to moderate income households; or
5. 33 percent of the proposed housing units within a condominium conversion project will be affordable to low- or moderate-income households.

⁴ State law provides that local governments shall grant density bonuses of at least 25 percent, plus an additional incentive(s) or equivalent financial incentives, to housing developers who agree to construct at least: 20% of the units affordable to lower-income households, 10% of the units affordable to very low-income households, or senior citizen housing.

In addition to these density bonus incentives for affordable housing, state law requires the City to grant a square footage density bonus equal to the square footage or proposed childcare facilities in a development or other, financially equivalent, incentives.

Examples of incentives other than density bonuses are financial contributions (such as redevelopment housing set-aside funds), modifications of development that result in identifiable cost reductions, expedited permit processing, and reduced, waived, or deferred development permit and impact fees.

d. Public Open Spaces and Parks

The City will maintain and enhance the quantity and quality of parks and recreation facilities provided in the Specific Plan Area through incentives, regulatory actions, and other means. City actions may include, but will not be limited to:

1. Use of Redevelopment Agency powers to assemble small parcels, creating the opportunities for larger developments with dedicated public open spaces;
2. Use of Redevelopment Agency tax increment funds to purchase one or more properties for “pocket parks” (small parks that provide limited recreation facilities);
3. Credit toward individual landscaping requirements for several property owners who jointly develop a pocket park or publicly accessible and usable open space;
4. Granting of a density bonus for development projects in the Specific Plan Area that provide publicly accessible open space or recreational facilities in excess of that required by existing regulations;
5. Development, either by the City or by the City in combination with other entities, of parks and recreational facilities and programs; and/or,
6. Regulatory actions such as those provided by the California Environmental Quality Act and the Quimby Act to require mitigation for impacts to parks and recreation services and collect impact fees to be used for park development

Civic Center Park

The City will maintain or develop a Civic Center Park, located to provide safe and convenient pedestrian access, as a venue for outdoor public events and with usable and accessible multi-use recreation areas and open spaces.

e. Pedestrian Improvements⁵

In making circulation improvements in the Town Center Specific Plan Area, the City will seek to achieve the following pedestrian principles:

1. Maintain a continuous five (5)-foot pedestrian pathway along Citrus Avenue and between major destination points within the Specific Plan Area.
2. Blank building wall faces should be avoided – building activities should be encouraged to open onto pedestrian walkways.

⁵ The sources for many of these recommendations are: “Walkable Communities: Twelve Steps for an Effective Program,” Florida Department of Transportation, April 1995; Walk San Diego at www.walksandiego.org; Walkable Communities, Inc. at www.walkable.org

3. Wide walkways (more than five (5) feet in width) should be constructed in high pedestrian activity areas whenever possible. Where wider walkways are not possible, the City should work with property owners to create periodic wide spots, through corner and mid-block bulbouts and first-floor building insets. These wide spots provide places for pedestrian furniture, directional signs and kiosks, outdoor eating and other pedestrian activities.
4. Make intersections more pedestrian friendly intersections to accommodate to physical abilities of pedestrians through intersection signs and mechanisms that are clear and understandable; medians and bulbouts to reduce crossing distances; and raised surfaces, color or paving devices, and/or reflectors, or flashing light devices embedded in the pavement to clearly mark pedestrian crossing and alert motorists.
5. Provide mid-block crossings when possible to directly link high activity areas and important destination points. Provide pedestrian walkways between the principal entrances of individual uses and buildings on the same property.
6. Locate service bays away from pedestrian areas.
7. Provide overhead weather protection through awnings, marquees, and similar overhanging devices along any portion of the building which is adjacent to a pedestrian walkway.

f. Development and Reuse of Opportunity Sites

The Town Center Specific Plan identified several areas with the greatest potential for more intense land uses, either through more the reuse of developed properties or development on vacant sites. The opportunity areas include:

1. The blocks on both sides of San Bernardino Road, between Citrus Avenue and Third Avenue. These properties are under common ownership, are relatively large, and provide an opportunity to attract anchor retail tenants and mixed-use projects close to transit.
2. Citrus Valley Medical Center's surface parking, which could be redeveloped with a parking structure, freeing part of the property for other uses.
3. Surface parking behind commercial properties on either side of Citrus Avenue, between Badillo Street and San Bernardino Road, which could be redeveloped for other uses if one or more parking structures is constructed to replace the surface parking.
4. The Residential Focused Activity Area at Geneva Place and Third Avenue, which has the potential for redevelopment from light industrial uses to residential and/or residential mixed-use.
5. The Front Street corridor, between Citrus Avenue and First Avenue. This corridor has significant potential for transit-oriented uses near the Metrolink station, and the conversion of light-industrial properties and buildings to mixed commercial and residential uses.

To foster the reuse of opportunity sites, the City will maintain an inventory of such properties; identify potential environmental constraints and how these can potentially be resolved; target redevelopment tax increment funds, to the extent available, for public improvements to these areas; and assist in establishing bond-financing or other financing mechanisms for parking and other public improvements.

g. Infill Opportunity Zones

Governor Davis signed into law SB 1636 (Infill Opportunity Zones) in 2002, removing an obstacle to redevelopment planning by local governments related to traffic congestion standards. The State Congestion Management Act requires regional transportation planning agencies to adopt Level of Service (LOS) standards and mitigation strategies to address vehicular congestion. These standards and mitigation strategies may not be appropriate for urban areas such as downtown Covina, which have access to public transit and a walkable layout. To take advantage of State legislation that promotes transit oriented planning principles, the City will implement the following:

1. City staff will prepare a resolution for consideration by the City Council that identifies and designates one or more Infill Opportunity Zones in Covina that include areas of the Town Center Specific Plan Area and provide findings required under SB 1636, Infill Opportunity Zones (zones must be located within 1/3rd mile of a transit stop with frequent service).
2. The City will prepare either an alternative Level of Service standard for use within the Infill Opportunity Zone/s, **or** identify a range of mitigation measures (that are different from those used by the regional transportation planning agency) to enhance walkability, and/or increase transit use, service, and access.
3. The City will require the alternative LOS standard or mitigation measures to be used for projects within the Town Center Specific Plan.



CHAPTER VI

INFRASTRUCTURE AND SERVICES PLAN

VI. INFRASTRUCTURE AND SERVICES PLAN

This chapter describes the anticipated non-transportation infrastructure improvements necessary to facilitate the future land uses anticipated under the Town Center Specific Plan. State law requires that specific plans identify improvements to “major components of public and private transportation, sewage, water, drainage, solid waste disposal, energy and other essential facilities proposed to be located within the area covered by the plan and needed to support the uses described in the plan.”¹ Together, these facilities represent the “infrastructure.” Some of the types of facilities listed in state law are not relevant to downtown Covina and are not discussed in this Chapter.

Streets and other circulation improvements identified to support Specific Plan development are addressed in Chapter V, Land Use and Circulation Plan. Improvements to water delivery, sewer collection and conveyance are identified in this chapter. Storm drainage improvements would be exclusively related to development of specific sites, since the overall storm drainage system in Covina was recently upgraded.

Most City government and public agency facilities located in Covina are located within the Town Center Specific Plan Area. Public services available include parks and recreational, social support, library, historical museum, City government, senior support, police, fire and emergency response, state government services, and U.S. mail (U.S. Postal Service).

There are no reported deficiencies in the provision of public services in the Specific Plan Area, with the exception of the current library facility, which is in need of renovation or replacement. As a part of public discussion of the 2002 Downtown Conceptual Master Plan, the City evaluated an option to construct a new library as part of a town square/civic center to the west of the Library’s current location, on the block bounded by Italia Street, School Street, Citrus Avenue, and Second Avenue.

Although not a service deficiency issue, the escalating cost of solid waste collection and disposal, and the willingness of the current solid waste contractor to provide recycling service, is a concern to downtown business owners. These concerns should be addressed as Specific Plan implementation proceeds.

Downtown infrastructure includes public parking lots, roadways, water and sewer lines, electricity and cable, and stormwater collection and conveyance facilities. Many water lines in downtown Covina are either 50 years in age or older, or are of less than eight inches in diameter, which is considered an insufficient size to accommodate substantial new development or more intense use on redeveloped properties. Hydrants are located throughout the downtown. Backflow devices would be required with the significant renovation of large, older buildings or the construction of new, larger buildings.

As of the drafting of the 2000 General Plan, Sanitation District officials indicate that there are no apparent problems with providing service to Covina. However, the age of many sewer lines in the downtown area and their capacity to handle a significant increase in demand from higher-intensity

¹ Government Code 65451 (a) (2).

land uses may pose a constraint downtown revitalization if not addressed. The stormwater collection and conveyance system was recently upgraded for the downtown, and there are no existing substantial flooding issues.

A. GOALS AND POLICIES FOR INFRASTRUCTURE IMPROVEMENTS AND PUBLIC SERVICES

1. Infrastructure and Services Goals

- | | |
|-------------------------------|---|
| Infrastructure Goal 1. | A functional, efficient, economical system of infrastructure for the Specific Plan Area that adequately accommodates the needs of downtown residences, businesses, civic institutions, and other land uses. |
| Infrastructure Goal 2. | High quality public services meeting the needs of Covina residents, employees, employers, and visitors, both downtown and citywide. |
| Infrastructure Goal 3. | Adequate funding for infrastructure and service improvements through equitable mechanisms that do not penalize small businesses, deter new commercial enterprises, or impede housing development downtown. |

2. Infrastructure and Services Policies

- | | |
|---------------------------------|---|
| Infrastructure Policy 1. | The City shall, in coordination with future development within the Specific Plan Area, ensure the replacement of water lines serving the Specific Plan Area that are more than 50 years in age or less than eight inches in diameter. |
| Infrastructure Policy 2. | New water lines shall be a minimum of eight inches in diameter. |
| Infrastructure Policy 3. | The City and Redevelopment Agency shall, in coordination with future development proposals, maintain and improve Covina's downtown sewer collection and conveyance facilities to prevent contamination of groundwater, assure compliance with state and federal water quality standards, and accommodate future Specific Plan Area development. |

3. Infrastructure and Services Objectives

- | | |
|------------------------------------|--|
| Infrastructure Objective 1. | Infrastructure and public service levels of service for the Town Center Specific Plan Area that are as high as or higher than these levels of service citywide. |
| Infrastructure Objective 2. | Infrastructure and public service impact fees and other funding mechanisms that are established such that downtown Covina is a competitive location for future housing and commercial development and adequate funding is provided for needed infrastructure improvements. |

Infrastructure Objective 3. Coordinated and targeted public infrastructure and service investments by the City and Redevelopment Agency that attract private investment in development and re-use and that are consistent with the Town Center Specific Plan vision, goals, and policies.

B. RECOMMENDED IMPROVEMENTS

The Town Center Specific Plan contains infrastructure and public services goals, policies, and objectives to implement the Specific Plan vision for a revitalized downtown Covina. The Specific Plan contains recommendations for future public improvements related to infrastructure and public services, which would occur in conjunction with future development projects within the Specific Plan Area. The following City investments are designed to accommodate future infrastructure and public service needs and create some of the other physical aspects of the downtown that, in conjunction with private development and redevelopment projects, will achieve the Specific Plan's vision. The approximate costs and funding strategies for public improvements are discussed in Chapter VII of this Specific Plan.

The following recommended improvements shall occur in conjunction with Specific Plan implementation to implement Circulation Goals, Policies, and Objectives.

1. Public Infrastructure

a. Water

The existing water system is capable of meeting future water demands in the Specific Plan Area with respect to the capture, storage, and conveyance of water. However, substantial new development and redevelopment with higher water-demand uses may require that water supply lines be replaced or increased in size. According to the City Public Works Department, pipelines older than 50 years in age should be considered for replacement and pipelines smaller than eight inches in diameter should be upgraded to a minimum of eight inches in diameter. Impacts on the City's water delivery system in the Specific Plan Area will be reviewed and addressed on a case-by-case basis, and developers will be required to pay for water line improvements needed to serve their projects.

Table VI-1 lists water pipelines in the downtown area of less than eight inches in diameter or that would be 50 years old or older during the 20-year Specific Plan planning horizon. Figure VI-1 shows the locations of these pipelines. Based on Public Works Department estimates, the replacement of old and under-sized water lines to eight-inch water lines would cost approximately \$812,000, not including any backflow prevention devices that may be required for the construction of new, large buildings or the substantial renovation of existing, larger buildings in the downtown area.

**Table VI-1
Water Lines in Need of Replacement**

YEAR	PIPE SIZE	LENGTH (ft)	LOCATION	YEAR	PIPE SIZE	LENGTH (ft)	LOCATION
1923	3	550	N/A	1973	8	550	Third Avenue
1923	3	540	Palm Drive	1973	8	720	Third Avenue
1965	6	900	Valencia Place	1982	2	270	Front Avenue
1923	6	580	Cedar Drive	1933	12	300	Citrus Avenue
1923	8	670	Fourth Avenue	1947	4	350	Curtis Avenue
1938	4	300	Pershing Court	1947	6	540	First Street
1949	4	650	S.P. Roadway	1947	8	820	Front Street
1949	6	710	Fourth Avenue	1954	12	1480	San Bernardino Road
1949	6	290	Hampton Court	1956	12	1420	San Bernardino Road
1953	8	390	Front Street	1956	4	230	Traymore Avenue
1954	10	600	Hollenbeck Avenue	1956	6	500	Oakbank Avenue
1956	10	900	Hollenbeck Avenue	1956	8	430	Second Avenue
1956	6	690	Geneva Place	1959	12	475	School Street
1959	12	750	Alley	1959	6	480	Alley(S/Front)
1959	8	510	Cottage Street	1973	8	250	Curtis Avenue
1959	8	1150	Orange Street	1974	8	480	Second Avenue
1965	6	820	Valencia Place				

b. Sewer

The City conducted a sewer study to support preparation of the *2002 Sewer Master Plan*. The study and Master Plan identify the capability of the City's sewer system to serve projected development, identify system deficiencies, and recommend necessary system improvements. Of the 120 miles of sewer modeled during the *Master Plan* process, approximately 9.3 miles of the system were identified as being deficient. Deficiencies are related to the ability of each pipe segment to carry peak flows without exceeding the capacity the system. The most severe deficiencies noted in the Master Plan study occurred within Tributary Area No. 1, which includes the Specific Plan Area.

The *Master Plan* recommends concentrating initial work to upgrade the City's sewer system in the Specific Plan Area as the area is redeveloped and the streets are repaved or rebuilt. As a part of Covina's development permit review procedures, the City, according to the *Master Plan*, should consider examining the underlying sewer lines to determine whether or not they warrant replacement.



- Legend**
- Specific Plan Boundary
 - Water Lines 1954 and Older
 - Water Lines 1955 to 1974
 - Water Lines < 8"
 - Other Water Lines (2" or larger)



0 125 250 500 750 1,000 Feet

Figure VI-1
Water Lines

COVINA TOWN CENTER SPECIFIC PLAN

Numerous alternatives were studied by the City to prepare a recommended schedule of sewer improvements to correct deficiencies. The exact method used to correct sewer system deficiencies during the life of the Town Center Specific Plan must be determined as development projects are proposed. However, a general cost estimate for proposed improvements for Area No. 1 (the downtown area) is \$1,211,000. This cost is based on 2002 anticipated construction costs and include engineering, contract administration, inspection, survey, and contingency costs. Areas for improvement are listed in Table VI-2 and identified in Figure VI-2

Table VI-2
Sewer System Recommended Improvements

Tributary Area	Description of Correction Measures to Relieve Deficient Sewers	Cost (\$)
1	Replace existing 15-inch, 12-inch, 10-inch and 8-inch line with new 18-inch, 15-inch, 12-inch, and 10-inch line (Line No. 1)	889,000
1	Replace existing 10-inch and 8-inch line with new 12-inch, and 10-inch line (Line No. 2)	322,000

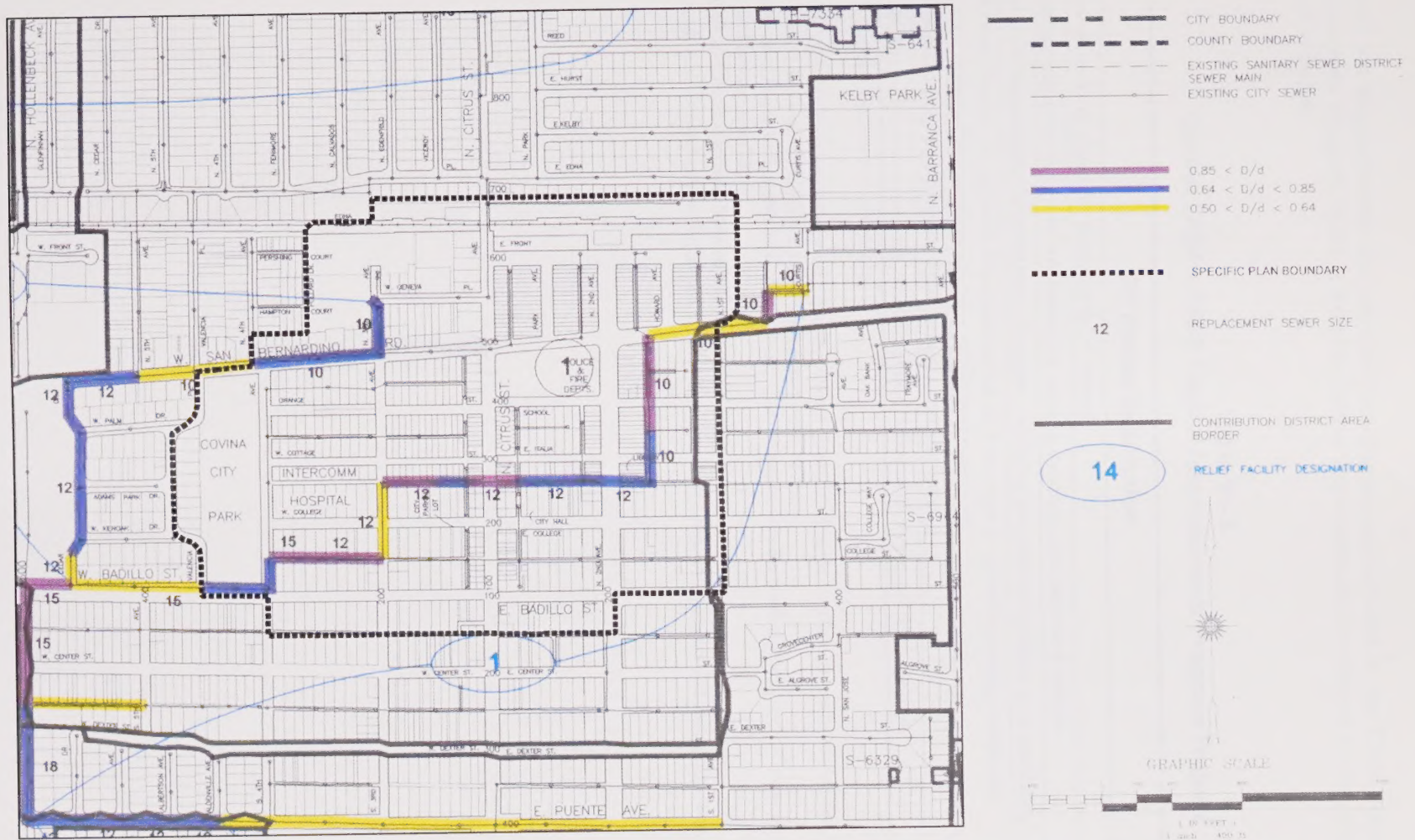
2. Public Services

a. Downtown Shuttle

The City will evaluate the feasibility of providing a transit connection between downtown and Shopper's Lane, in collaboration with Foothill Transit and/or other local/regional transit providers. The type of vehicle to be used for such transit, the optimal frequency of operations, and the destinations served would be subject to future analysis. The shuttle could involve the use of existing transit shelters or require the construction of new shelters. These shelters, where feasible, should provide amenities such as community posting boards, public telephones, and bike racks.

b. City Library

The City will evaluate the condition of the City library and consider renovation of the existing facilities or relocation of the City library to the block bounded by School Street, Italia Street, Citrus Avenue, and Second Avenue.



Source: City of Covina; Adapted by Cotton/Bridges/Associates

Figure VI-2 Deficient Sewer Lines

COVINA TOWN CENTER SPECIFIC PLAN

Some of the improvements discussed in this chapter are included in the City's 2004-2005 Capital Improvements Program (CIP). Non-circulation improvements contained in the CIP are listed in Table IV-3 below.

**Table VI-3
Covina 2004 – 2005 Capital Improvements Program Projects**

CIP Project Description	Funding
Metrolink parking structure (Geneva & 3 rd streets)	\$8,025,000
Pedestrian overpass design to link Metrolink parking structure and Metrolink station	\$1,066,000
Storefront Improvement Rehabilitation Program, including property acquisition and marketing ¹	\$ 898,500
Centennial Project, to improve the appearance of downtown to attract housing, mixed-use, and retail development through various public improvements ²	\$1,476,750
Operation of acquired property for City offices and parking ³	\$ 7,000
Construction of a new sewer line, Badillo Street/Hollenbeck Avenue/Fourth Avenue ⁴	\$ 470,000

Source: Covina Department of Finance

¹Program includes the areas between 2nd Avenue, Dexter Street, 3rd Avenue, and properties bordering the north side of the Union Pacific rail line. Funding includes public and private sources

²Program area is generally between College Street, Citrus Avenue, San Bernardino Road, and 2nd Avenue. Funding includes public and private sources.

³Located at Citrus Avenue, between College and Italia streets.

⁴Although not located within the Town Center Specific Plan area, this project will serve downtown Covina.



CHAPTER VII

ADMINISTRATION

VII. ADMINISTRATION

This chapter describes the methods by which the Town Center Specific Plan will be implemented through City actions, including development plan review, amendments to existing City policy, and capital improvements projects.

Specific Plan policies, development standards, and implementing measures are contained in the chapters V and VI. Recommended physical improvements, which the City will undertake to implement the Specific Plan, are also described in chapters V and VI. These implementation and improvement measures are summarized below with a description of how the Plan will be administered. Funding mechanisms for recommended improvements are also described in this chapter, as are their relationship to the City/Redevelopment Agency capital improvements planning.

The Specific Plan influences the disposition and development of property primarily through regulation of land uses, property improvements, and incentive programs. Implementation of Specific Plan regulations will be achieved largely through plan review and design review processes currently in place and involving City staff, the Planning Commission, and the City Council. Changes to the application review process recommended in this chapter include:

- A broader range of actions that can be approved administratively if consistent with the Specific Plan;
- Designation of minor, administrative conditional uses that can be approved by City staff (subject to review by the Planning Commission) to streamline the development review process; and
- Assigning additional responsibility to the City to prepare an opportunity sites inventory and conduct preliminary environmental analysis on those sites to promote redevelopment in key opportunity areas.

A. IMPLEMENTING REGULATIONS AND ORDINANCES

The Town Center Specific Plan is an implementation document for those parts of the Covina General Plan that relate to the downtown area. The Specific Plan is subordinate to, and must be consistent with, General Plan policies. In turn, all construction, rehabilitation, demolition, and other land use activities within the Specific Plan Area must be consistent with the policies and intent of the Town Center Specific Plan. All proposed projects within the boundaries of this Plan must be reviewed for consistency, and no projects or proposals shall be approved unless they are found to be consistent within the policies, development standards, and other implementation measures of the Specific Plan.

1. Development Standards

Development standards, contained in Chapter V of this Specific Plan define and regulate permitted land uses, the placement of buildings, parcel sizes, screening, landscaping, parking, access, building

height and density, architectural features, and other aspects of land use. The standards also include density incentives for preferred land uses, such as residential above ground level commercial uses. Most development standards in the Specific Plan will be applied according to the location of properties within focused activity areas. Other development standards will be applied regardless of location. Standards applicable throughout the Specific Plan Area pertain to parking and parking credits, the measurement of building height, signs, and walls and fences.

The Covina Zoning Ordinance and the Downtown Design Plan and Implementation Guidelines also regulate the development and redevelopment of properties within the Town Center Specific Plan Area. The Zoning Ordinance and Guidelines will be applied within the Specific Plan area to address issues not covered by Specific Plan development standards, such as citywide parking requirements signs, or building design requirements.

The focused activity areas defined in Chapter V are:

- Health Services Focused Activity Area (TCSP-1)
- Residential Focused Activity Area (TCSP-2)
- Institutional Uses Focused Activity Area (TCSP-3)
- Mixed-Use Focused Activity Area (TCSP-4)
- Retail and Service Core Focused Activity Area (TCSP-5)

An additional land use designation, Parks and Open Space (TCSP-6), is also described in Chapter V but is not a focused activity area. Rather, the Parks and Open Space category is intended to identify and protect properties designated for parks, recreation facilities, and publicly owned open spaces.

2. Other Implementation Measures

Other implementation measures are required to achieve policies contained in the Specific Plan. The implementation measures are included in their entirety in Chapter V of this Specific Plan, and are summarized below with reference the responsible parties and relative priority. Relative priority establishes the general importance of the various implementation measures to the implementation of the Specific Plan at the time of adoption. Priorities of the community may change in the future and may result, for example, in some of the moderate-priority measures being implemented before some of the high-priority measures.

Implementation Measure:	Specific Plan Area Parking Study
Responsibility:	Covina Public Works Department
Relative Priority:	Moderate
Timing:	Within 24 months of adoption of the Specific Plan

Implementation Measure:	Historic Resources Identification and Protection Program
Responsibility:	Covina Community Development Department in coordination with Covina Historical Society and property owners
Relative Priority:	High
Timing:	Within 24 months of the adoption of the Specific Plan.

Implementation Measure:	Mixed-Income Housing Requirements and Incentives
Responsibility:	Covina Community Development Dept./Redevelopment Agency
Relative Priority:	High
Timing:	Throughout implementation of the Specific Plan

Implementation Measure:	Employee Housing
Responsibility:	Covina Community Development Dept./Redevelopment Agency
Relative Priority:	Moderate
Timing:	Throughout implementation of the Specific Plan

Implementation Measure:	Public Open Spaces and Parks
Responsibility:	Covina Community Development Dept./Redevelopment Agency
Relative Priority:	Moderate
Timing:	Depends on timing of development proposals

Implementation Measure:	Civic Center Park
Responsibility:	Covina Community Development Dept./Redevelopment Agency and Parks and Recreation Department
Relative Priority:	Moderate
Timing:	Based on timing of development proposals, if any, affecting the current park site

Implementation Measure:	Pedestrian Improvements
Responsibility:	Covina Community Development Dept./Redevelopment Agency, with participation by property developers/owners, as appropriate
Relative Priority:	High
Timing:	Throughout implementation of the Specific Plan, corresponding with development/redevelopment activities

Implementation Measure:	Development and Reuse of Opportunity Sites
Responsibility:	City Community Development Department and Covina Redevelopment Agency
Relative Priority:	High
Timing:	Throughout implementation of the Specific Plan

B. RECOMMENDED PHYSICAL IMPROVEMENTS

The Specific Plan identifies the need for several physical improvements, which focus on circulation, especially pedestrian amenities, water lines, and sewer lines. Improvements described in Chapters V and VI include streetscape enhancements, textured pavement for crosswalks, pedestrian safety features, the addition of angled parking along designated streets and the removal of some angled parking along Citrus, pedestrian plazas, water and sewer improvements, and a new or renovated City library. Responsible parties are described below for each recommended improvement.

Streetscape

- Extend brick-paved sidewalks and crosswalks, angled parking, street trees, and common theme benches, streetlights, trash receptacles, and bollards, northward to the Metrolink station.
- Similar improvements to streetscape environments along Second Avenue between Badillo and Front Street including the addition of angled parking, installation of a bike lane on one or both sides of the street, planting of street trees, addition of benches, and construction of other streetscape improvements, as appropriate and as funding permits.

Responsible Parties: Covina Public Works and Community Development departments; private developers and property owners wishing to improve property in these areas.

Parking

- In addition to Second Avenue, add angled parking along Italia Street between Citrus Avenue and Second Avenue, College Street between Citrus Avenue and Second Avenue, and/or College Street between Third Avenue and Citrus Avenue.
- Future development of the downtown may include the construction of one or more parking structures in key locations to supply parking convenient for visitors to and employees of downtown businesses.
- Remove angled parking along Citrus to accommodate additional turning lanes where installation of such improvements would maintain or achieve acceptable levels of service.
- Analyze use of parallel parking during non-peak travel times that is striped to be used as a travel lane or turning lane during peak travel demand periods.

Responsible Parties: Covina Public Works Department and Community departments; private developers and property owners wishing to improve property in these areas.

Pedestrian Access

- Extend alleyway improvements completed by the City further to the west and east, completing a connection between the medical center at Third Avenue and Second Avenue.
- Install traffic calming along San Bernardino Road near the intersections with Citrus Avenue, Second Avenue, and Third Avenue; and along Citrus Avenue near the intersections with School Street and Italia Street.
- Pursue funding for a grade-separated pedestrian walkway to connect the planned Metrolink parking structure with the Metrolink commuter rail station (estimated cost of over \$2,000,000 in 2003 dollars).
- Construct pedestrian improvements along Third Avenue between the Medical Center, the Metrolink parking structure, and commuter rail station.
- Consider pedestrian plazas at the intersections of Front Street and First Avenue, Front Street and Second Avenue, and Geneva Place and Third Avenue

Responsible Parties: Covina Public Works and Community Development departments; private developers and property owners wishing to improve property in these areas.

Sidewalks

- Maintain/achieve minimum five-foot width for sidewalks; and two to five feet for landscaping, utility poles, street furniture, trash receptacles, and other streetscape improvements.
- Sidewalks passing through vehicular access route or parking area shall be distinguishable through use of raised elevation, color, and/or texture.
- Plant or maintain street trees at intervals of no less than 25 feet, not including access points or designated landscaped areas or civic spaces.
- Provide trash receptacles at no less than once per block.

Responsible Parties: Covina Public Works and Community Development departments; private developers and property owners wishing to improve property in these areas.

Water

- Replace water lines 50 years old or older and under-sized water lines to eight-inches (estimated cost – \$812,000).

Responsible Parties: Covina Public Works Department, Redevelopment Agency.

Sewer

- Replace existing 15-inch, 12-inch, 10-inch and 8-inch line with new 18-inch, 15-inch, 12-inch, and 10-inch line (estimated cost – \$889,000).
- Replace existing 10-inch and 8-inch line with new 12-inch, and 10-inch line (estimated cost – \$322,000).

Responsible Parties: Covina Public Works Department, Redevelopment Agency.

Library

- Evaluate the condition of the City library and consider renovation of the existing facilities or replacement with a new building, either on the current site or another location (no cost estimate was available at the time of adoption of the Specific Plan).

Responsible Parties: Covina Library, Public Works Department, and Redevelopment Agency.

These improvements will benefit existing and future downtown property owners and business owners, as well as the community at large. Their implementation will require a sharing of costs between residents and property owners citywide, downtown property owners, downtown business owners, and developers within the Specific Plan area.

For example, a landowner may be expected to provide streetscape improvements in conjunction with new development or an extensive remodeling, or may have the option to participate in parking improvements to fulfill some portion of the landowner's parking requirement. Public funds will also be necessary to achieve the policies of the Plan and to implement some improvements described in the Specific Plan. To ensure Specific Plan improvements can be feasibly funded within a 20-year planning horizon, several potential funding sources are identified as options to the City. Improvement projects identified in the Specific Plan will be initiated in response to their relative need and in coordination with proposed development projects. The funding scheme for each

identified improvement is not fixed, but rather will be determined as improvements are scheduled in the City's capital improvements program along with the annual budgeting process. The following list does not include all possible funding sources available to the City, but the mostly likely sources.

2. Funding Methods

Numerous methods are used by cities to implement improvement projects and other elements supportive of a downtown revitalization effort. Some of the general funding sources include:

- Redevelopment Agency Funding
- Federal Assistance Programs
- State Assistance Programs
- Revenue Bonds Certificates of Participation
- Assessment and Improvement Districts
- Pay-as-You-Go Financing
- Impact Fees
- User Fees
- Sales Taxes
- Business Improvement Districts

a. Redevelopment Agency Financing

A possible source of funding for the sewer system would be through funds generated from tax increment revenue of the Covina Redevelopment Agency. Specific Plan projects would have to compete with other projects for funding by the Agency. The Agency would need to decide the priorities of various projects for financing from tax increment funds. Tax increment dollars are anticipated to be limited until property values in the redevelopment project areas rise sufficiently to create a much greater annual stream of revenue. As improvements occur in the Specific Plan Area, and by extension, the redevelopment project areas, additional tax increment revenue will become available for improvement projects. The Redevelopment Agency is identified as a responsible party for many of the recommended improvements and implementation programs cited in this Specific Plan, and therefore, will participate in the implementation of the Specific Plan throughout its 20-year life.

b. Federal Assistance Programs

Federal grant programs are available for certain of the recommended improvements. However, the qualification criteria for these programs vary, and the programs are subject to the whims of congressional appropriations. Federal funding, although a potentially available to finance Specific Plan improvements, should not be considered as a definite source.

Potential federal funding sources are the Economic Development Administration (EDA) and Environmental Protection Agency (EPA), which provide grants and loans for economic development and environmental improvement activities. Funding from the Federal Department of Transportation can be used for a variety of street, pedestrian, bicycle, and transit facility improvements. Most federal transit funds are distributed to local governments through regional transportation agencies,

such as the Southern California Association of Governments, based on multi-year transportation improvement plans and programs.

An example of federal transportation funding assistance that may be used for improvements in the Specific Plan area is the City's 2003 request for federal funding for the construction and environmental documentation for a proposed pedestrian bridge over Citrus Avenue. The bridge will connect the Metrolink station with a proposed parking structure. Funding for the pedestrian bridge would come from the federal Transportation Equity Act for the 21st Century (TEA-21).

The City can also use a portion of its annual Community Development Block Grant funding from Los Angeles County for improvements in the Specific Plan Area. Several grant programs administered by the U.S. Department of Housing and Urban Development can be used by the City or nonprofit organizations to provide housing for lower-income households, seniors, and special needs groups. These include the Home Investment Partnership Program (HOME), funding for senior housing, funding for single-room occupancy (SRO) projects, and supportive and assisting living housing programs for seniors and persons with disabilities.

c. State Assistance Programs

Public works grants have been available until recently through the State Office of Local Economic Development. Projects eligible for consideration must be those in areas designated eligible for HUD Urban Development Action Grants (UDAG), EDA Sudden or Long-term Economic Deterioration, or EDA Designated Special Impact Area.

Public works funds may be used only to supplement EDA regular program grant recipients by contributing up to 50 percent of a matching share requirement, as either a grant or loan. The maximum public works grant/loan amount is \$350,000. At this time, State grant programs (other than the downtown rebound grant under the conditions of which the City is currently working) are not considered a promising source of revenue.

Improvements to Civic Center Park, or the development of new park, may be eligible for partial funding under various programs from the California Department of Parks and Recreation, including Proposition 40 bond-funded programs.

Funding for affordable housing is available through the California Department of Housing and Community Development (HCD) and the California Housing Finance Agency (CalHFA). These agencies offer a variety of single-family and multi-family housing finance programs to developers, nonprofit organizations, and municipalities. Most of the available program funding is in the form of loans, although some programs (especially those funded through state bonds) are grant programs. The City of Covina, nonprofit agencies, and for-profit developers may apply to HCD or CalHFA for funding, depending on the specific program.

d. Revenue Bonds and Certificates of Participation

Public infrastructure and development projects can be funded through municipal revenue bonds. Bonds used to finance publicly owned and public benefit projects are generally tax-exempt (interest paid to investors is exempt from state and federal income taxes). Projects funded through tax-exempt revenue bonds include publicly-owned parking structures, convention and meeting facilities,

and sports facilities. These types of projects generate revenue that can be used to repay the bonds. Revenue bonds can also be issued for public works improvements that will be repaid from user fees or redevelopment tax increment revenue (to the extent available).

Other projects that do not qualify under state and federal regulations for tax-exempt bond status could conceivably be funded through taxable bonds issued by the City of Covina or the Covina Redevelopment Agency. Taxable bonds are not used as frequently by municipalities as a financing tool because they are more difficult to market to potential investors and require a higher rate of interest to attract buyers.

An alternative, but similar, financing tool used by a growing number of jurisdictions is Certificates of Participation (COP). Certificates of Participation are lease financing agreements in the form of tax exempt securities similar to bonds. In COP financing, title to a leased asset (such a parking structure or convention facility) is assigned by to a trustee (non-profit corporation) that holds the asset for the benefit of investors, the certificate holders. Certificates of Participation allow a municipality to borrow all or a portion of the value of a publicly owned asset. This financing technique provides long-term financing through a lease or lease-purchase agreement that legally does not constitute indebtedness.

e. Assessment and Improvement Districts

Special assessment districts are defined geographical areas in which local governments levy assessments to pay for public works projects such as streets, sewers, storm drains, landscaping and street lighting. Special assessments pay for projects that are of specific and direct benefit to particular properties. For example, to finance the construction of street facilities that provide sole access to an industrial park, a local government may create an assessment district to cover the cost as it relates to the amount of benefit received by each property being assessed. Most assessment districts use their proceeds to secure bonds to finance public improvements up front rather than wait until sufficient assessment payments have accumulated to finance improvements. While an assessment district with special assessments may be a reasonable means for financing certain improvements, further study and evaluation will be necessary to determine the practicality of utilizing such a financing method, as approval of a two-thirds majority the assessed property owners is required.

f. Pay-as-You-Go Financing

"Pay-as-you-go" funding refers to the process of establishing cash reserves or capital improvement funds in advance of initiating public infrastructure projects. Under this form of financing, the initial capital cost of a project is accumulated in advance of construction through regular cash deposits into a capital improvement fund. This method can be used in conjunction with other forms of short-term financing for certain infrastructure projects and is considered a possible source of funding for a few of the smaller Specific Plan improvements. This form of funding is not likely to produce significant revenue for improvements in the Specific Plan Area, however, because Covina does not have significant cash reserves or surplus revenue that it can deposit into a capital improvement fund.

g. Impact Fees

Impact fees or dedications of land are typically required of new development to address the costs of increased demand for services and facilities. Impact fees could be used in the Specific Plan Area to pay for water, sewer, streetscape, lighting, library, parking, park and recreation facilities, and other public improvements. This is considered a likely source of funding for recommended improvements, but involves a cost to developers and property owners that may discourage downtown revitalization projects.

h. User Fees

Enterprise activities, such as water, sewer, solid waste, and electric utility services, are funded through user fees. These user fees pay for the cost of providing the local services and to maintain, repair, replace, or construct utility lines and facilities. Water, sewer, and solid waste services within the Specific Plan area are currently, and will continue to be, funded by such user fees. Property owners wishing to construct or expand structures that will increase the demand for local water, sewer, solid waste, or storm drainage services are typically required to pay capital improvement or connection fees to fund the expansion of local service systems.

i. Sales Taxes

Many communities use sale tax overrides to pay for a variety of local transportation improvements. These overrides, which must be approved by local voters, represent an addition to the uniform state sales tax rate. Local voters throughout California have approved sale tax overrides, typically $\frac{1}{4}$ or $\frac{1}{2}$ cent over the uniform state rate, to pay for street, streetscape, pedestrian, bicycle, and transit improvements.

j. Business Improvement Districts

A Business Improvement District (BID) is a method used to finance and manage commercial area improvements in designated districts to restore or promote business activity. The BID is a specifically designed geographic district established to provide additional and supplemental services such as business retention and recruitment, professional management, marketing, improved maintenance, enhanced safety and security, and physical improvements to the streetscapes of the district. Funds from the assessment are used to provide services, or enhanced service levels, that are not traditionally offered by the City. The funds from a BID are used only to supplement municipal services, not to replace services that are ordinarily provided citywide.

Successful use of a BID for funding services and improvements requires a public-private partnership. Property and business owners within the proposed BID must take an active, cooperative role in administering the BID, setting priorities for the use of funds, managing services and improvements projects funded by the BID, and ensuring that property and business owners contribute their fair share to the fund.

There are two approaches to financing under a BID model. The first is similar to an assessment district, in which property owners within the district agree to an additional assessment to their real estate property taxes. The assessment funds are dedicated to the financing of improvements and

services that will benefit the entire district. The second financing approach is through an agreement in which downtown business owners (who may or may not also be property owners) charge themselves an annual fee to be used to support revitalization efforts and services in the district.

C. PUBLIC SERVICES

Public outreach, interviews with City staff, and independent research to support the Specific Plan also focused on additional public services necessary to support redevelopment and revitalization of the Plan Area. Two public service needs were identified as a result of this research:

1. Downtown Shuttle

The City once had a downtown shuttle, but it was poorly utilized. However, with the level of development and redevelopment that has occurred and is anticipated to occur in the downtown area, the City should examine the need for, and feasibility of, providing an additional public transit service among downtown destinations and between the downtown and Shopper's Lane. The most efficient method of providing this service may be a coordinated effort with Foothill Transit or some other existing transit provider in the area. The shuttle could involve the use of existing transit shelters or require the construction of new shelters. These shelters, where feasible, should provide amenities such as community posting boards, public telephones, and bike racks. Funding for this public service would be the responsibility of the City.

2. City Library

The City's library is in need of either repair or replacement. The library should remain downtown, preferably within the Specific Plan Area, and the City will examine the costs and benefits of replacing the facility versus renovating/remodeling the current City library. One possible location for a new library that has community consensus, having been considered during work on the 2002 *Downtown Conceptual Master Plan*, is the block bounded by School Street, Italia Street, Citrus Avenue, and Second Avenue. Funding of this public service would be the responsibility of the City.

D. PROJECTS IN PROCESS

There are two current or pending projects that have been approved by the City of Covina within the Town Center Specific Plan Area: a Metrolink parking structure and a mixed-use senior housing development (Citrus Promenade).

1. Metrolink Parking Structure

A parking structure has been approved to be built on North Third Avenue near its intersection with Geneva Place, as previously referenced in this Specific Plan. The parking structure is being designed to be sensitive and reflective of the existing surrounding built and anticipated future built environment. It will have the look of a building more than a parking structure. The structure will



Illustration of the approved Metrolink parking structure.

have four levels and 655 parking spaces. It is being built to provide additional parking for the nearby Metrolink station.

Consistent with Specific Plan policy, the Metrolink parking structure will be located and designed to reduce the aesthetic impact on neighboring land uses and the downtown environment. This parking structure is being built to serve a need for parking so that residents of Covina and the surrounding area may use public transit to access employment

and other services along the San Bernardino line. The parking structure will enable more people to conveniently use the Metrolink commuter rail. This is consistent with Specific Plan goals and policies that encourage the use of public transit in and around the downtown area.

2. Citrus Promenade

The Citrus Promenade, a senior housing and retail project, has been approved at the corner of Citrus Avenue and Front Street. The project will be a mixed-use development with three levels. The first level will contain 8,200 square feet of retail space. The second and third levels will have 31 apartment units of between 600 and 800 square feet each. The apartments will be restricted to qualifying lower-income seniors (at least 62 years in age). Parking will include some partially buried or subterranean spaces accessible via the alley on the eastern portion of the project site.

This project is consistent with several goals, policies, and objectives of the Specific Plan, including those related to adding more housing downtown, encouraging income diverse housing, mixing land uses within buildings, burying parking to minimize the amount of land area dedicated to parking, and intensifying use of land downtown and near the Metrolink station.

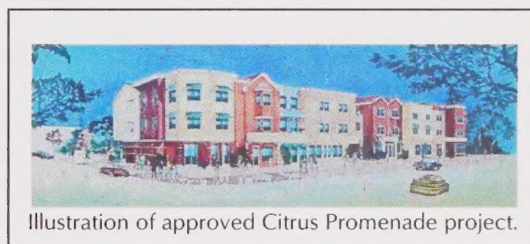


Illustration of approved Citrus Promenade project.

Other projects planned for the downtown area have not been formally proposed, mapped, or otherwise designated, and therefore are inappropriate for inclusion in the Specific Plan at the time of its adoption.

E. SUBSEQUENT DEVELOPMENT ENTITLEMENTS

Development projects within the Specific Plan are subject to Specific Plan policies and regulations. Other development entitlements apply, depending on the type, intensity, size, location, and other characteristics of the particular project. Projects are subject to provisions of the Zoning Ordinance, except where provisions of the Zoning Ordinance have been replaced by Specific Plan regulations. Other development entitlements may include Design Guidelines (downtown and citywide), Subdivision Ordinance, Site Plan Review, compliance with building and safety construction codes,

redevelopment project implementation plans, environmental review (CEQA and NEPA), and other entitlements.

a. Administrative and Regulatory Streamlining

The successful implementation of the Specific Plan will require a cooperative relationship between the City of Covina, property owners, business operators, and developers. The development standards and other implementation measures in the Specific Plan are intended to expedite the entitlement review process, wherever possible and prudent, while addressing important environmental and other issues.

One method of expediting project review is to designate certain permit decisions as administrative, (staff level approval), with appeal procedures to the Planning Commission or City Council, as appropriate. Land uses that are permitted by right are an example, provided no other approvals are necessary (such a historic preservation review) that are involve discretionary review by the Planning Commission.

Certain conditionally permitted uses (CUPs) that represent a minor variation from permitted uses could be designated as administrative CUPs to be approved by City staff, subject to appeal to the Planning Commission or City Council. Unless appealed, no Planning Commission or City Council public hearing would be held, thus shortening the time required for permit approval. An example of an administrative conditional use might be an application that involves a minor difference in use from one that is permitted outright, such as a food service establishment that seeks approval for outdoor dining. The City should amend the Zoning Ordinance to list conditional uses that can be approved administratively through a site plan review process.

The City could also make use of infill, affordable housing, transit-oriented development, and other CEQA exemptions for development projects within the Specific Plan Area, adopting findings wherever necessary to do so. The City should encourage developers and property owners to contact City staff early in the entitlement/permit process to describe City expectation and discuss developer/property owner needs and concerns. The City should identify opportunities to expedite decision-making, consistent with this Specific Plan.

F. SPECIFIC PLAN COST RECOVERY FEES

Pursuant to California Government Code section 65456, the City of Covina may impose a charge on persons seeking approvals required to be consistent with the Town Center Specific Plan to recover the cost of preparing the Plan.

G. PLAN AMENDMENT PROCEDURES

The process for amending the Town Center Specific Plan shall be the same as specified in Title 17, Chapter 17.80, of the Covina Municipal Code (Covina Zoning Ordinance). The application fee for

an amendment to the Specific Plan shall be established by an ordinance adopted by the Covina City Council.

H. ENVIRONMENTAL DOCUMENTATION

This Specific Plan was prepared in coordination with an environmental review and assessment process conducted by the City to support an Environmental Impact Report (EIR) for the Town Center Specific Plan. Proposed projects that are consistent with the Specific Plan may be exempt from further environmental review if the proposed action falls under one or more CEQA statutory or categorical exemptions, as described in Title 14, Chapter 3 of the California Code of Regulations (sections 15260 – 15332), or the if potential project impacts have been adequately analyzed and mitigated under the Town Center Specific Plan EIR. All other projects will be subject to additional environmental review, and potential mitigation, under the requirements of CEQA. Any projects involving federal funds, approval by federal agencies, or federal lands will also be subject to environmental review under the National Environmental Policy Act (NEPA).

APPENDICES

APPENDICES

APPENDIX A

LIST OF PREPARERS

A. LIST OF PREPARERS

This Covina Town Center Specific Plan has been prepared by the City of Covina, with the assistance of the following persons.

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Carrie Richardson	City Planner
Nuala Gasser	Marketing Manager
Vince Mastrosimone	Public Works Director
Michael Scott	Supervising Civil Engineer
Alan Carter	Associate Planner
Shelby Williams	Associate Planner

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APPENDIX B

BIBLIOGRAPHY

B. BIBLIOGRAPHY

The Covina Town Center Specific Plan references numerous additional documents and materials, on which portions of the report are based or materials are used. The following bibliography provides a comprehensive listing of resources used in the preparation and writing of this Plan.

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APPENDIX C

C. PROJECT PROJECT AREA DESCRIPTION

The Project Area is located within the City of Los Angeles, California, and is bounded by the following:

1. The Project Area is bounded by the City of Los Angeles, California, and is bounded by the following:

2. The Project Area is bounded by the City of Los Angeles, California, and is bounded by the following:

3. The Project Area is bounded by the City of Los Angeles, California, and is bounded by the following:

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10. The Project Area is bounded by the City of Los Angeles, California, and is bounded by the following:

PRECISE DESCRIPTION OF THE SPECIFIC PLAN AREA BOUNDARY

C. PRECISE PROJECT AREA DESCRIPTION

The Covina Town Center Specific Plan is comprised of 156.8 acres of land within the City of Covina. The boundaries of the Plan area are generally described throughout the Specific Plan, with reference to streets and major land uses. A precise project area description is provided below.

The Town Center Specific Plan area consists of all lands within the following boundaries:

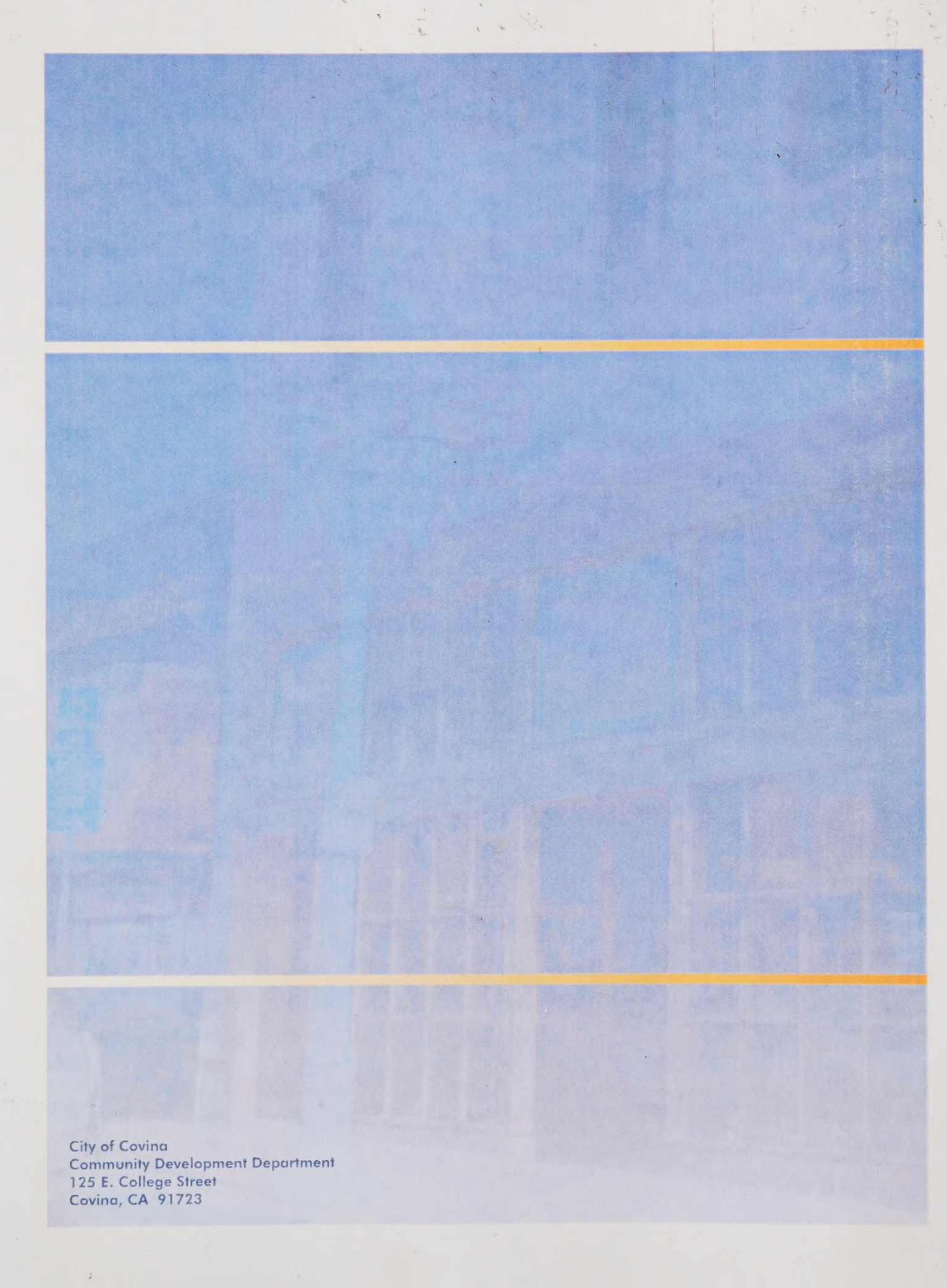
From the intersection of First Avenue and West Badillo Street, west to the intersection of Second Avenue and Badillo Street, south to the intersection of Second Avenue and the alley between Badillo Street and Center Street, west to the intersection of Fourth Avenue and the alley between Badillo Street and Center Street, north to the intersection of Fourth Avenue and Badillo Street, west to the intersection of Valencia Place and Badillo Street, north to the intersection of Valencia Place and San Bernardino Road, east to the intersection of San Bernardino Road and Fourth Avenue, north to the intersection of Fourth Avenue and the alley between San Bernardino Road and Hampton Court, east to the intersection of Pollard Lane and the alley between San Bernardino Road and Hampton Court, north to the intersection of Pollard Lane and the Metrolink/Union Pacific railroad tracks, east approximately 400 feet, north approximately 125 feet, east (running along the southern property lines of the adjacent residential structures on Edna Place) approximately 2,100 feet, south to the intersection of First Avenue and San Bernardino Road, then south along First Avenue to the intersection of First Avenue and Badillo Street.

Refer to Figure II-3 for a geographic designation of this Specific Plan area.

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City of Covina
Community Development Department
125 E. College Street
Covina, CA 91723